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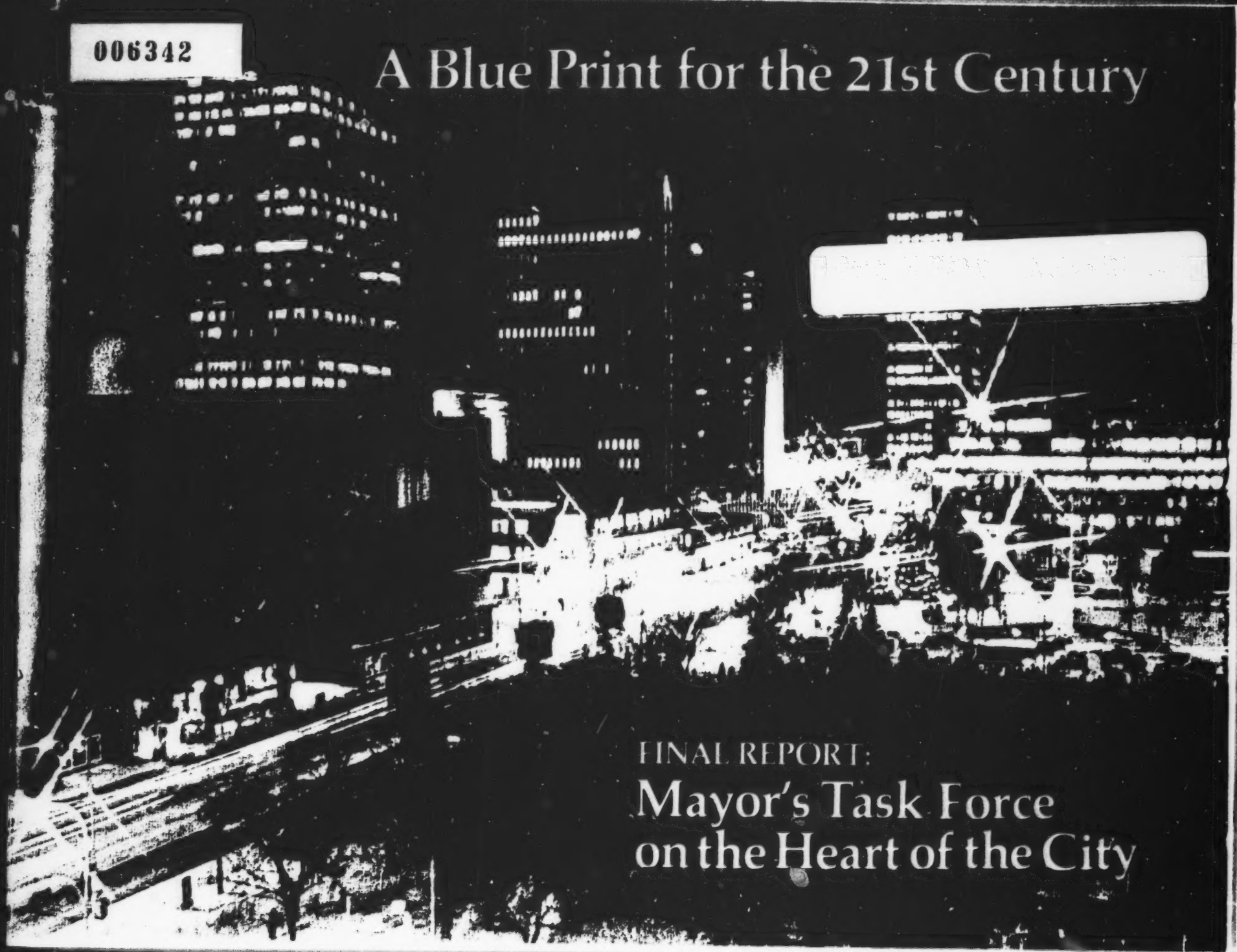
A Blue Print for the 21st Century



FINAL REPORT:

Mayor's Task Force on the Heart of the City

Final Report of Mayor's Task Force on the Heart of the City

A Blue Print for the 21st Century

663 12

August, 1984

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August 7th, 1984

His Worship Mayor Laurence Decore
City of Edmonton
2nd Floor, City Hall
1 Sir Winston Churchill Square
Edmonton, Alberta
T5J 2R7

Dear Mr. Mayor:

RE: Final Report of the Mayor's Task Force on The Heart of The City:
A Blueprint for the 21st Century

I am pleased to be able to present to you and members of City Council, our Final Report. This Report represents many long hours of work by members of the Task Force over the past year, however, the recommendations have not been made in isolation. I think, for the most part, they strongly reflect issues raised by the various interest groups that have come before us. The response has been overwhelming. The people of Edmonton are proud of their City and see the importance of having a strong central core.

We have entitled the Final Report **"A Blueprint for the 21st Century"**, because it provides a new direction for the continuing process of City building in our downtown. The stagnation of our economy has devastated our city centre. The Final Report makes recommendations for the building of exciting commercial and people oriented projects over the next decade that will create a lively eighteen-hour activity centre in the Heart of the City. The benefits to the City will be evidenced by attracting millions of dollars of new investment, creation of jobs, bolstering the City's tax base — at a time when our economy cries out for a shot in the arm.

One of the major recommendations of the Report is the creation of a Downtown Development Corporation. This can be the vehicle for entering into special partnerships with private entrepreneurs and other levels of government, in order to get some of these key landmark projects built.

Mr. Mayor, we are very anxious that this Report not be moth balled, but that these recommendations be acted upon and that we continue to build one of the truly great cities of Canada — Edmonton — The Capital of Alberta!

Yours truly,

J H Shoctor

J H SHOCTOR
CHAIRMAN, MAYOR'S TASK FORCE
ON THE HEART OF THE CITY

REPORT: Mayor's Task Force on the Heart of the City 7 August, 1984

Task Force Members

Dr. Joe Shoctor, Chairman
Gerry Wright, Vice Chairman
Maury G.Van Vliet, Co-Vice Chairman
Fred Singer
Lois Campbell
Bob Kerrison
Steven Rivers
Dr. Bob Westbury
Fraser Brinsmead
Gerry Pearson

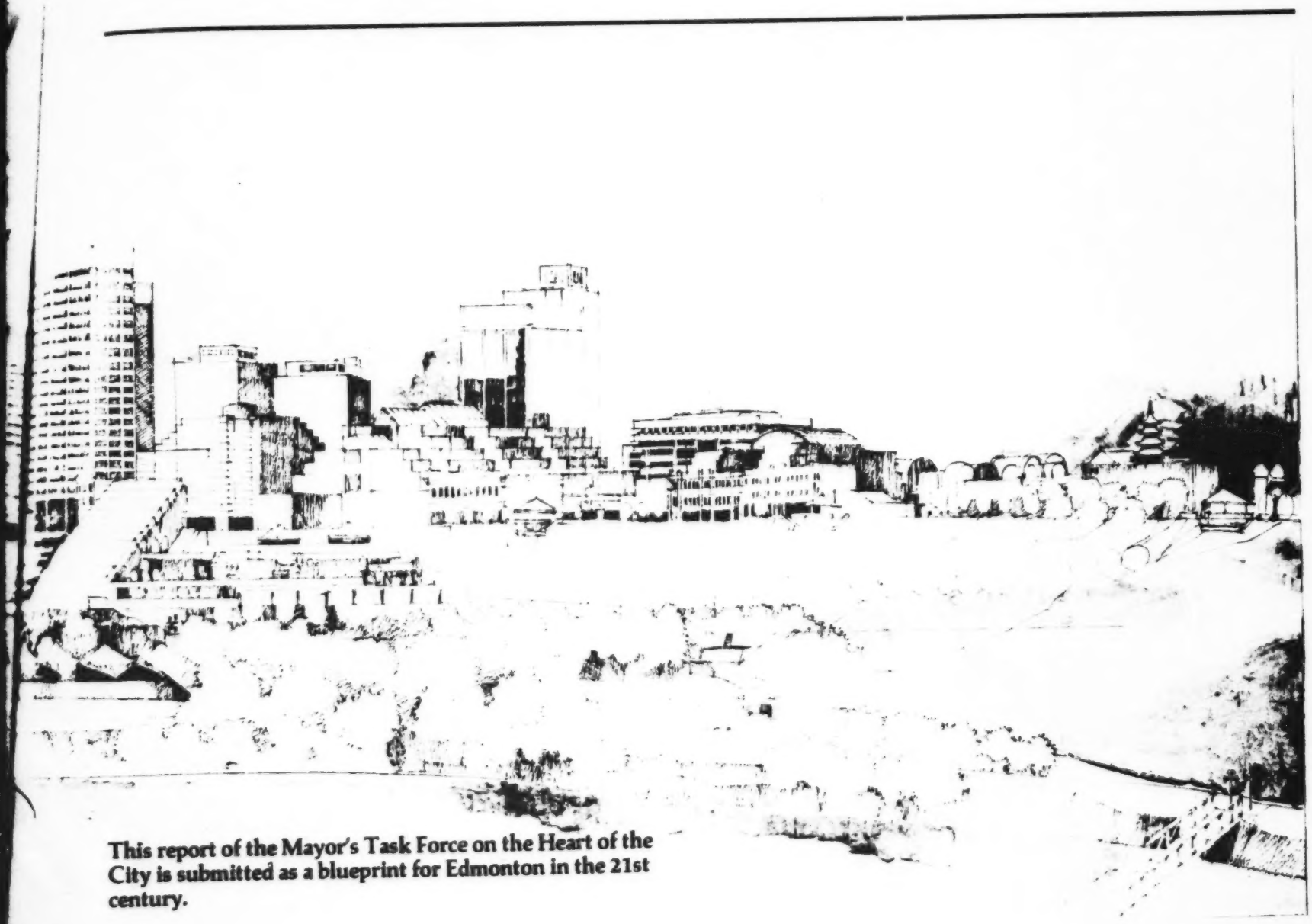
Mayor's Office Liaison

Alderman Lance White
Alex MacDonald, Chief of Staff, Mayor's Office

Civic Administrative Liaison

D.A. Lychak, Assistant City Manager
A. Preiksaitis, Manager of the Area Planning Branch of the Planning Dept.
Kulbir Singh, Senior Planner, Urban Design, Central Area Planning Section, Area Planning Branch
Cécile Esguerra and Beryl Robertson, Recording Secretaries.

We gratefully acknowledge the assistance of Armin Preiksaitis, and Kulbir Singh of the City Planning Dept. and John Schnablegger Manager of Operational Planning of the City Transportation Dept.



This report of the Mayor's Task Force on the Heart of the City is submitted as a blueprint for Edmonton in the 21st century.

Summary

Edmonton is a great and exciting city with the potential for a vibrant and dynamic downtown. The hub of our **Capital City** is already blessed with the **five** essential ingredients necessary for a successful city centre — it is the Government Centre, the Judicial Centre, the Centre for Business and Finance, the Commercial Centre and the Centre for Culture and Recreation.

Most Edmontonians, proud to preserve the **city's past** and keen to ensure the **city's progress in future,** are eager to put their tremendous energy and spirit into vitalizing our city centre. This desire was positively brought home to the Mayor's Task Force on the Heart of the City when it invited businessmen, organizations and citizens concerned with downtown to submit proposals and comments at Task Force meetings.

The Mayor's Task Force on the Heart of the City was established to recommend and, where possible, implement plans for that **exciting future.** Ten people were appointed to the Task Force from many walks of life and from both the private and public sectors. Joe Shoctor, the Chairman, presided over numerous meetings at which interest groups, businesses, individual citizens and relevant City Departments gave deputations.

Task force in session.

The Task Force considered over 200 written and oral submissions. Here are some of the key suggestions raised:

- make it easier to come downtown and park.
- improved cleanliness and maintenance of public spaces.
- develop incentives to encourage small independent retailers to remain downtown and new ones to establish themselves downtown.
- ensure that tax dollars generated downtown are invested back into the downtown area.
- improve security
- encourage the development of more downtown housing
- lobby for required changes to Provincial legislation governing the building codes, health codes, and Alberta Liquor Control Board rules to make small scale development economically viable.
- coordinate promotions and special events downtown.
- develop key landmark projects that enhance retailing and entertainment downtown.
- initiate improvements to lighting, sidewalks, and landscaping.
- improve surface parking lots by paving, lighting and landscaping.
- encourage maintenance of vacant store fronts.
- make more extensive use of the Convention Centre by encouraging more "community oriented" activities.

In the short six months since the release of its Interim Report in December 1983, results of the Task Force work are already evident.

Jasper Avenue, the face of Edmonton, is in store for improvements. Parking will be increased and tow-away zones will be eliminated. Plans call for improved lighting, street furniture, information kiosks, and transit shelters. There will be a central median with fountains, lights, trees, planters and permanent flag poles and metal banners. City Council has approved both plans and funds for this work and these exciting renovations to our main street are under way. Improvements to Jasper Avenue are part of the City's **PRIDE program** which also includes completion of the **Heritage Trail,** a scenic pedway along the top of the river valley, and the **Rice-Howard Way,** a pedestrian walkway on 101A Avenue.

The Task Force supports City Council's program to implement PRIDE - the Program to Improve Downtown Edmonton. City Council considered the Downtown a priority and has set aside $4.2 million for the Heritage Trail, the Rice-Howard Way and to improve Jasper Avenue.

The first steps have been taken to provide **free parking downtown** after working hours and on weekends.

Free LRT (Metro) service has been implemented downtown during non-peak hours.

Improvements to property made by private sector businesses have been recognized by the Task Force.

Special **entertainment** and promotional **events** have been encouraged and supported.

A Special Events Coordinator has been appointed to work with the City Centre Association (CCA) to plan and implement programs and events in the downtown area.

But the Task Force's job was far from over. How could the major changes, recommended by this report, be implemented? The Task Force investigated ways of obtaining the support of all three levels of government, the business sector and the

public to help vitalize and enhance downtown life. Could the Task Force inspire and lay the foundation for cooperation between government and business to improve downtown? What could be done to preserve downtown and continue to develop it for people and business? What more could be done to make downtown parking more accessible and less costly? What projects should government and/or business undertake to vitalize and improve the face of downtown for citizens and tourists alike?

The Mayor's Task Force on the Heart of the City is recommending a **blue print for development.** This plan reflects the business, retail and cultural interests of our citizens. This blueprint for **downtown** will create a unique relationship between the private and public sector which will develop a **dynamic heart of the city.**

Imagine these exciting changes!

Churchill Square in summer with beautifully crafted fountains and water pools which turn into dazzling ice sculptures and a skating rink in winter. Up to 5000 people will be able to enjoy a performance on an open-air stage. Vendors in colourful kiosks on the perimetre of the Square could sell handicrafts and snacks

One of Edmonton's first civic buildings, the old civic block (now the abandoned police station) recycled into a **new City Museum and Archives.**

A **world class Concert Hall** located on lands immediately to the east of the Museum and Archives and north of the Citadel.

A comprehensively developed, expanded **City market** linked with a revitalized "Old Town" with arts and crafts shops, food vendors, cafes and a beautiful public concourse for walking, relaxing or people-watching. Dancing or theatre could take place on small stages and in display areas.

A new **downtown campus of Grant MacEwan College** including student residences on the CN lands west along 104 Ave.

Major parking structures on CPR lands on 109 St. and CN lands on 104th Ave. with **shuttle buses** to service the retail sector.

A massive effort to create **housing** in five downtown areas including the CN lands on 104th Ave., the CPR lands west of 109th St., the warehouse district, the proposed Eaton's development and the infill area between Old Town and the New Chinatown.

A **retail arcade** that stretches along 102 Street from Jasper to 104 Avenue. The design of this covered street will be unique. An enclosed shopping arcade perhaps covered by an air supported roof will connect major department stores and specialty shops. A boon to downtown shoppers in the wintertime, the space will also be used for cultural displays and educational exhibits.

A **Recreational Theme Park** is proposed in the heart of the city. The Park, stretching behind the MacDougall Hill along the river bank to the Convention Centre and further eastward, would attract families and tourists alike to a downtown wonderland of outdoor activities, winter and summer, in a breath-taking river valley setting.

108 Street, "Premiers' Way," a blend of the old and the new, will enhance our image as **Alberta's Capital City** and will link the Provincial Government Centre to **downtown.** Suitable commemorative **sculpture** will line the route from Jasper Avenue to the historic Legislative Buildings attracting local residents and tourists to the newly landscaped Legislative Grounds.

A **new Chinatown** that will allow citizens to explore the culture and heritage of one of Edmonton's oldest ethnic

communities. An authentic Chinese Garden and two oriental entrance gates will highlight this area.

Our **Old Town** enlivened by a **Canadian Multicultural Centre** proposed for the old **RCMP Barracks.** The Centre could provide offices and activity rooms for this City's ethnic community organizations. This Centre could be the focus for Heritage Day activities in the Downtown in future years. The Old Town's historic **Alberta Hotel** could also be moved to the tip of Jasper Ave. and 96 St. and utilized as an historic resource centre.

How can all this be done?

The Mayor's Task Force on the Heart of the City makes the following major recommendations:

Recommendation

City Council create a Downtown Development Corporation (DDC) a company consisting of both public and private shareholders, incorporating many of the successful features of similar Corporations found in other cities in Canada and the United States.

Recommendation

City Council establish the position of a full-time Downtown Co-ordinator who would be responsible for all private sector liaison and would have the authority to co-ordinate matters requiring input from one or more Civic Departments.

Recommendation

City Council seek the necessary Provincial and Municipal legislation which would allow the City to:

a) expropriate land for projects downtown thereby increasing the tax base and contributing to urban renewal. This land could then be sold to the Downtown Development Corporation or used as the City's equity in a project.

b) permit "tax increment financing" by the issue of municipal bonds in an amount which represents the increase in the tax base proposed by the new project based on its capital cost. Proceeds of these bonds would be loaned to the DDC with repayment schedules geared to match the civic bond repayment obligations.

c) enter into agreements with property owners for tax freezes for up to 5 years to provide incentives for renovations and restorations of existing downtown buildings.

The concept of private-public co-operation on a single project or downtown redevelopment is relatively new. Yet several major cities, including Milwaukee, San Diego and Vancouver have spawned successful corporations combining public and private interests. Such a corporation, adopting features from all of the above cities, is proposed for Edmonton. We must make a concerted effort to bring both sectors together into active and wholehearted participation in downtown development.

The Mayor's Task Force is convinced that a business-oriented corporation with strong civic connections and commitment can realize the many downtown development opportunities that now exist.

What will all of this give downtown Edmonton? Nothing short of a splendid shot in the arm. If action is taken **now** there **will be a potential for:**

- Generating over $500 million for the local construction industry.
- Dramatically increasing the tax base for downtown from 1983's assessed taxes of approximately $82 million. (Figures include the taxes assessed for the Supplementary School Tax and the Provincial School Foundation.)
- Potentially doubling the number of housing units downtown during the next decade from the current 4,500.
- Increasing the downtown employment base from the current 61,000 to 100,000 during the next 20 years.
- Increasing the number of people who annually come to the Downtown to shop, to be entertained, or to work (Approx. 18 million now). New investments and better management and promotion of downtown will add several million more people.
- **Spearheading new economic growth and prosperity in the City and the Province to lead the way into the 21st Century.**

Recommendations for Improvement of Public Spaces

Well-designed public space affords people the opportunity of seeing and experiencing the flavour of Edmonton, reinforces its role as the Capital of Alberta, and encourages people to make their homes downtown. Public space allows people to meet, to sit and read, to watch informal presentations or theatre, to people-watch or to just enjoy the scenery. Public space — in the form of walkways — binds blocks into neighbourhoods, lays a path to historic buildings and sites and creates a pleasant and secure feeling about downtown.

Much of the cost of creating and improving new public spaces will be borne by one of the Federal, Provincial or City governments — or a combination of the three.

There can be no success in vitalizing downtown without solid political leadership and a commitment of considerable public funds. The PRIDE program, initiated by City planners and Council, is an example of this kind of leadership. PRIDE, which is already in progress, has taken many steps to enhance downtown public spaces. The PRIDE program includes Rice-Howard Way, Heritage Trail and Jasper Avenue. The Rice-Howard Way, an outdoor pedestrian precinct on 101A Ave., will, when completed, link 101 St. to the Public Library and the Cultural Precinct surrounding Churchill Square. Heritage Trail — a promenade along the top of the river banks within downtown — will pass by historic buildings and points of interest. The exciting changes in store for Jasper Avenue. will make it more attractive to shoppers, retailers and small business people and tourists.

The Heart of the City Task Force strongly supports the PRIDE program.

Recommendation

That the Mayor and members of City Council continue to support the PRIDE program.

Recommendation

That subsequent stages for improvement of Jasper Avenue be continued in subsequent years. In order to assure its completion, we urge City Council to allocate funds now to allow further design work to continue.

Jasper Avenue, a key part of PRIDE, requires the support of City Council and of the downtown business community — starting now — and for several years to come. Street improvements will not be sufficient. Private property owners must make improvements and be committed to the face of the city. See Appendix 1.

Improvements to Jasper Avenue, soon to be under construction (courtesy Lambur Scott, Architects).

Recommendation

That the City, as a long-term policy, purchase properties bordering on Churchill Square as they come on the market in order to secure the Civic Centre for orderly development in the future.

Recommendation

That the following projects in Churchill Square be implemented as the first stage of an overall long-term plan to be developed: ice fountains, skating rink, water pools, greenery, open space, permanent open air stage, a link to City Hall, and a link to the Public Library.

The Parks and Recreation Department in co-operation with the Planning Department held a competition and received many interesting suggestions on how to improve the Square. The Task Force is interested in several immediate improvements which need not be expensive and should be considered the first phase of any long term plan. See Appendix 2.

First stage improvements to Churchill Square.

Recommendation

That 108 Street, from the Legislature to Jasper Avenue, be named Premiers' Way, and be enhanced by landscaping thereby creating a fitting tribute to our Premiers.

This street which provides the link between the downtown of the Capital City and the Legislature could become an attractive promenade, with dramatic lighting, decorative paving, trees and boulevards. Edmonton doesn't have many statues. This may be a good place to begin to record the important role played by Alberta's Premiers in our Province.

Premiers' Way (108th Street).

Recommendation

That improvements to lighting and planting on 104 St. from Jasper north to 104 Avenue be made to enhance this already attractive Restaurant and Entertainment Street.

This historic street, contains many fine old buildings. They presently house interesting shops, restaurants, and clubs which provide many choices in dining and entertainment. Improvements to the building frontages and the street would make it an even more attractive historical part of downtown Edmonton. See Appendix 3.

104th Street Restaurant and Entertainment district.

Recommendation

That the former Police Building, which was the Old Civic Building and Edmonton's first modern city hall, be restored and renovated for use as a City Museum and Archives, and that land on the remainder of the site be designated for a Concert Hall.

Downtown is already the centre for Edmonton's Arts and Culture. The Citadel, the Library, the Art Gallery, border Churchill Square. These centres of information and entertainment bring thousands of people to downtown Edmonton. Imagine how a Concert Hall in the same area would bring thousands more. A Concert Hall Foundation exists, a group of private citizens are ready to work and contribute to the realization of their dreams. See Appendix 4.

The Old Police Building on the southeast corner of Churchill Square, is in fact, masquerading as a fairly new structure. Underneath the modern exterior lies the original Civic Block, Edmonton's first civic office building built in 1913. It should be reclaimed and renovated to grace the square and be put to a much needed use as the Museum and Archives.

Recommendation

That the City of Edmonton increase the standards of maintenance of public spaces in the downtown.

The Downtown is the face of the City. This important area of the city should be fresh and clean and kept in good repair.

Recommendation

That the above improvements to public space be undertaken primarily at public expense.

Proposed City Museum and Archives (Old Civic Block).

Proposed Concert Hall
(Courtesy Concert Hall Foundation)

Recommendations for Improvement of Private Spaces

Some successes have been noticed since our Interim Report recommendations in December '83. Several parking lots are now landscaped. Vacant store windows have been dressed with interesting and artistic displays. Several building exteriors have been renovated and improved. Pieces of art have been added to public spaces. Some regulations and charges for canopies and vendors have been adjusted to encourage entrepreneurs. A special events coordinator has been appointed in the Park and Recreation Department to work with the Civic Centre Association in planning and implementing programs and events in the Downtown Area. It was also recommended that casinos be held in the Convention Centre. Now, on a smaller scale, local organizations are holding casinos there.

Improvement to public space alone will not achieve the success in vitalizing downtown that the Heart of the City Task Force envisions. Therefore, the Task Force makes the following recommendations:

Recommendation

That property and business owners assume greater responsibility and make a strong commitment to vitalizing downtown.

Recommendation

That the CN take the necessary steps to re-open the MacDonald Hotel as soon as possible.

Vitally important to the City and the Province, this grand old historical treasure must come to life. This interesting building is an Edmonton landmark. Obviously deserted and empty, it detracts from the face of the City.

Recommendation

That owners of private parking structures undertake measures to ensure public safety through improved lighting, and tightening security in parkades.

That surface parking lots have hard surfaces, landscaping, lighting and screening.

Recommendation

That retailers and property owners downtown assume responsibility for making vacant store fronts and windows attractive, for better landscaping, for maintenance of the property and for snow removal.

In order to assist the owners and managers to maintain and improve their property, the following recommendations, set out in the Interim Report, are made again here:

Recommendation

That tax incentives, such as freezes on assessments for up to five year periods, be used as a tool to encourage private

property owners to renovate, improve and expand existing buildings. (Appendix 10)

Recommendation

That the recommendations for changes to the Building Code, Health Code, Alberta Liquor Control Board Regulations enclosed in the Appendix, be submitted to the Provincial government. See Appendix 5.

These changes will assist the development of small and interesting restaurants, particularly in renovated premises.

In addition to the above recommendations for improvements to private property, included in the Interim Report and now emphasized as still being relevant and important, further recommendations are made:

Recommendation

That the Bank of Montreal be encouraged to proceed immediately to build its new building on the site of the old Tegler Building.

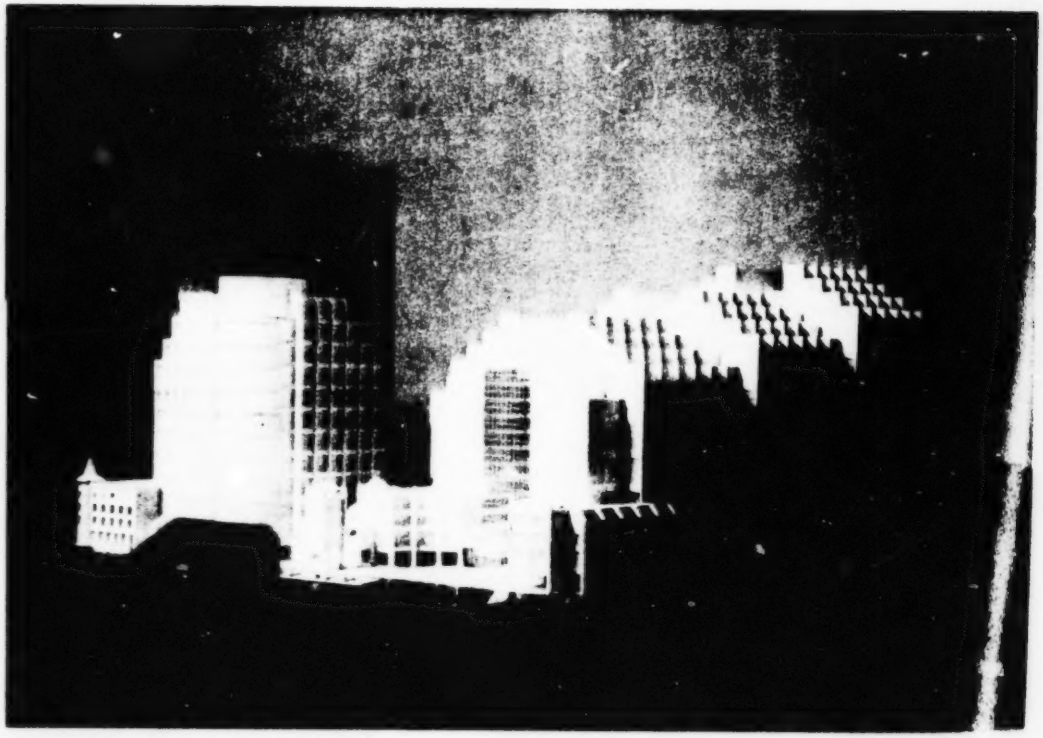
The corner of 101 St. and 102 Ave. is now an empty lot surrounded by an unattractive hoarding. There is little sign of any new construction. That corner conveys a negative impression of downtown. The new bank will be an attractive and welcome addition.

Recommendation

That the Federal Government proceed with building Canada Place, as part of the downtown improvement across from the Convention Centre.

This will provide an important catalyst for investment in the Old Town/City Market Area.

The corner of 101 St. and 102 Ave. is now an empty lot surrounded by an unattractive hoarding. There is little sign of any new construction. That corner conveys a negative impression of downtown. The new bank will be an attractive and welcome addition.



Canada Place. Construction Winter '84
(Courtesy Trizec Corporation)

Recommendations for Immediate Action

Parking

If there is one single message that the Task Force heard more than any other, it was about "parking." Generally, people felt that parking cost too much and was too difficult to find close to their shopping destination. The Interim Report in December '83 recommended that there be increased on-street parking on Jasper Ave., and that owners of private parkades improve their structures and make them safer for the public by lighting and making spaces more defensible.

Since then, several improvements have been made. Free parking is available in evenings, Saturdays and Sundays. The C.C.A. has introduced a Downtown Parking Validation Program. The new Jasper Avenue plan allows for a 50% increase in parking spaces along Jasper Avenue. But much remains to be done.

Recommendation

That parking meters, especially on Jasper Avenue, be increased to a two-hour limit and that towaway zones be eliminated.

Recommendation

That representatives from the business sector and the City Transportation Department organize free shuttle buses within the downtown core. This service would cut down on traffic and parking problems.

Recommendation

That a parking management committee be created with representatives from the City and the City Centre Association to implement universal validated parking and a comprehensive and uniform signage system for the downtown area.

Landscaped parking lot.

Security

The Task Force also heard complaints that downtown was unsafe. In part, this was attributed to a lack of activity in the core after stores and offices closed.

Recommendation

That the improved lighting on Jasper Avenue be extended to other key downtown streets such as 100, 101, 102 and 104 Streets.

Recommendation

That the police be more visible by having more foot patrols in a distinct uniform and a police kiosk on the Rice-Howard Howard Way.

Recommendation

That there be a campaign by the police to inform citizens about the safeness of downtown Edmonton streets.

Promotions and Events

A downtown special events coordinator has been established to work with the CCA and program events and activities for summer 1984. The Task Force recommends the following:

Recommendation

That a permanent management committee which will include Parks and Recreation, and the City Centre Association organize and assist downtown activities, street festivals, fairs, and cultural events.

Recommendation

That the Economic Development Authority (EDA) and the Tourism and Convention Authority (TCA) target downtown in their promotional material and information.

Recommendation

That the City implement a recognition program honouring citizens or businesses which have made valuable contributions to downtown.

The Task Force has recognized one Jasper Avenue businessman for improving his property and has cited another for a donation of street art. The Chamber of Commerce is now considering a recognition program.

Recommendation

That City Council consider implementing the Wish List Program.

This provides an opportunity for all Citizen's of Edmonton to become involved in the vitalization effort through donations of public art and funds to improve public spaces.

Downtown Area Redevelopment Plan Bylaw

Since the Downtown Plan was approved in 1981, Edmonton's economic situation has reversed. During this same period, new organizations and methods have been created which support vitalization of Downtown. There has been a great increase in community and political support for an improved Downtown. A revised Downtown Plan is required to accommodate and implement these changes.

Recommendation

That the Private sector and the Planning Department conduct a joint review of the Downtown Area Redevelopment Plan Bylaw to evaluate its effectiveness and to prepare revisions if necessary.

Northern Lights Festival — November 1983.

Recommendations for Potential Partnership Projects

The Task Force was very enthusiastic about the key landmark projects which will bring new investment and tax revenue to Downtown Edmonton. These projects will inject new life and excitement into downtown by:

- attracting tourist dollars
- providing a wider variety of new shops and services, located indoors and out.
- creating a better blend of new and old architecture.
- increasing the entertainment spectrum
- strengthening our image as the Capital of Alberta
- forging new public/private sector partnerships
- creation of thousands of new jobs in construction and service industry

Because so many millions of dollars are involved, the Task Force looked for new ways to develop these projects.

One very fine and exciting example of what can be done is **Canada Place.** A rundown, unattractive area of the east end of downtown will be transformed into a bright, modern complex across from the Convention Centre. This development was brought about by the cooperation and negotiation between three levels of government, Federal, Provincial and Municipal and the Private Sector, the Developer.

Land was bought, sold and exchanged to assemble the parcel. All groups involved will benefit. Edmonton needs to follow a similar process to ensure the financial and cultural growth of the city.

The Task Force, supported by members of the Business Community believe this process is the key to success in developing landmark projects. Therefore, the following recommendations are of major importance:

Recommendation

That City Council create a Downtown Development Corporation (DDC) a company consisting of both public and private shareholders, incorporating many of the successful features of similar corporations found in other Cities in Canada and the United States.

Recommendation

That City Council establish the position of a full-time downtown co-ordinator who would be responsible for all private sector liaison and would have the authority to co-ordinate matters requiring input from one or more civic departments.

Recommendation

That City Council seek the necessary Provincial and Municipal legislation which would allow the City to:

a) expropriate land for projects downtown thereby increasing the tax base and contributing to urban renewal. This land could then be sold to the Downtown Development Corporation or used as the City's equity in a project.

b) permit "tax increment financing" by the issue of municipal bonds in an amount which represents increases in the tax base proposed by the new project based on its capital cost. Proceeds of these bonds would be loaned to the DDC with repayment schedules geared to match the civic bond repayment obligations.

c) enter into agreements with property owners for tax freezes for up to 5 years to provide incentives for renovations and restorations of existing downtown buildings. See Appendix 7.

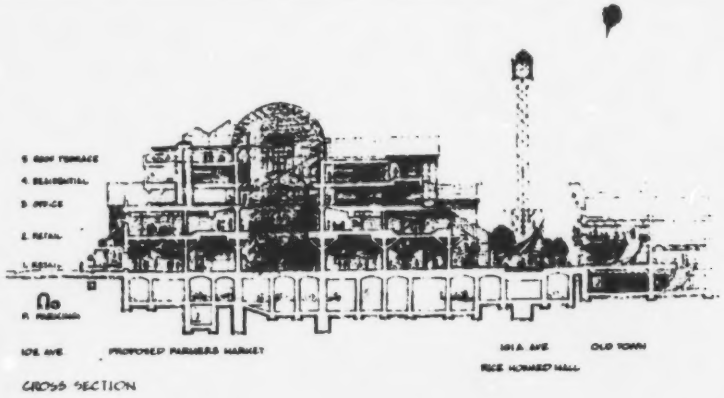
d) establish a revolving fund to encourage redevelopment of heritage buildings. See Appendix 10.

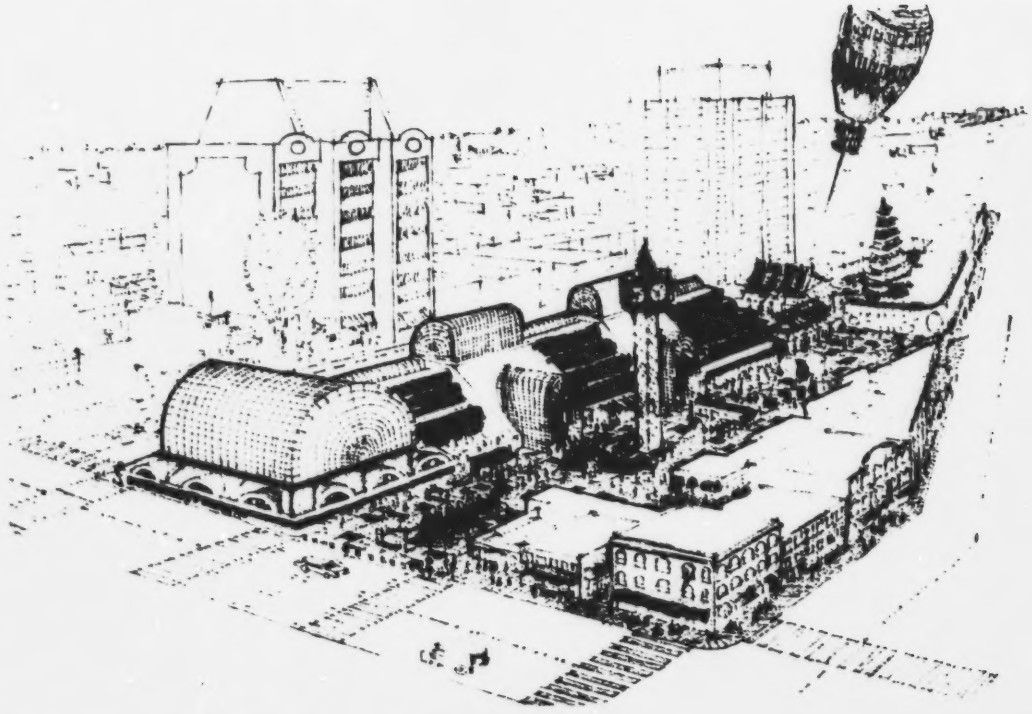
With a Downtown Development Corporation in place, the Mayor's Task Force recommends the following;

Recommendation

That the present site of Edmonton's City Market be expanded and an International Festival Market Place be developed. The Festival Market Place would be similar to St. Lawrence Market in Toronto, and Granville Island in Vancouver.

The area occupied by the present Market is dull and dilapidated, yet attracts many thousands of people each week. Think of the effect of an enlarged area, alive with people, with produce, crafts, and foods from many lands for sale. The International Festival Market will be a year round hub of indoor and outdoor enjoyment. It is achievable through the cooperation of the City and the landowners and an imaginative developer. See Appendix 8.



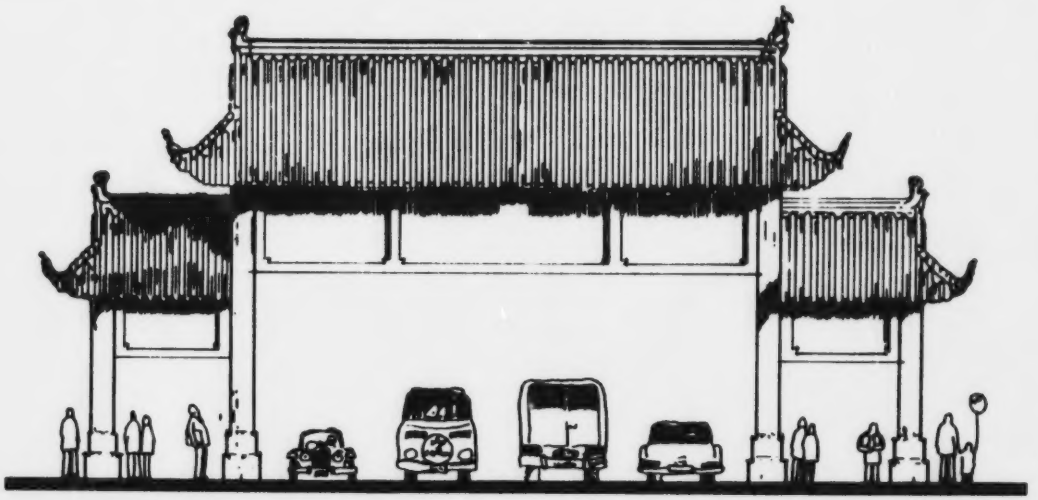


Festival Market (courtesy of Stephen Iu Architect Ltd.).

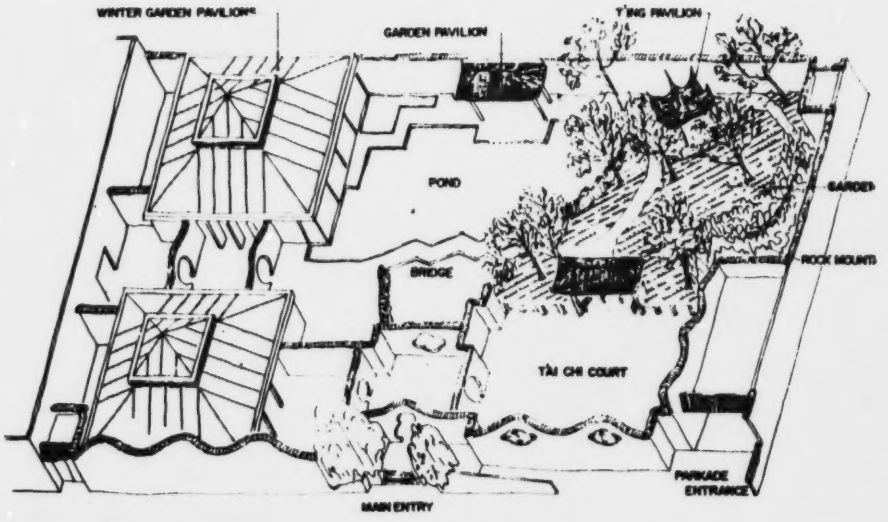
Recommendation

That Edmonton's Chinatown be developed according to the plan now in place.

In the eastern part of the downtown there is a remarkable opportunity to extend the excitement of the Market Square to a colourful Chinatown. The City and the Chinese Benevolent Association have already worked out a plan. The Chinese Elders Mansion is in place and a Cultural Centre is under construction. Imagine a Chinese Garden, Chinese Gates to the area, a ceremonial square, and interesting places to dine amid colourful street decorations and celebrations. See Appendix 9.



Chinatown Entrance Gate.



Garden for the Four Seasons

Recommendation

That the Jasper East Block and related buildings, including the Alberta Hotel, be restored as an historic Old Town.

Moving south to Jasper Ave., there is a remarkable piece of Edmonton's history that should be preserved and used as a living museum. The Jasper East Block is the starting point for the Heritage Trail. It is an ideal spot for horses, buggies, people in Klondike costume, period restaurants and shops that will entice Edmontonians, tourists and convention-goers alike. See Appendix 10.

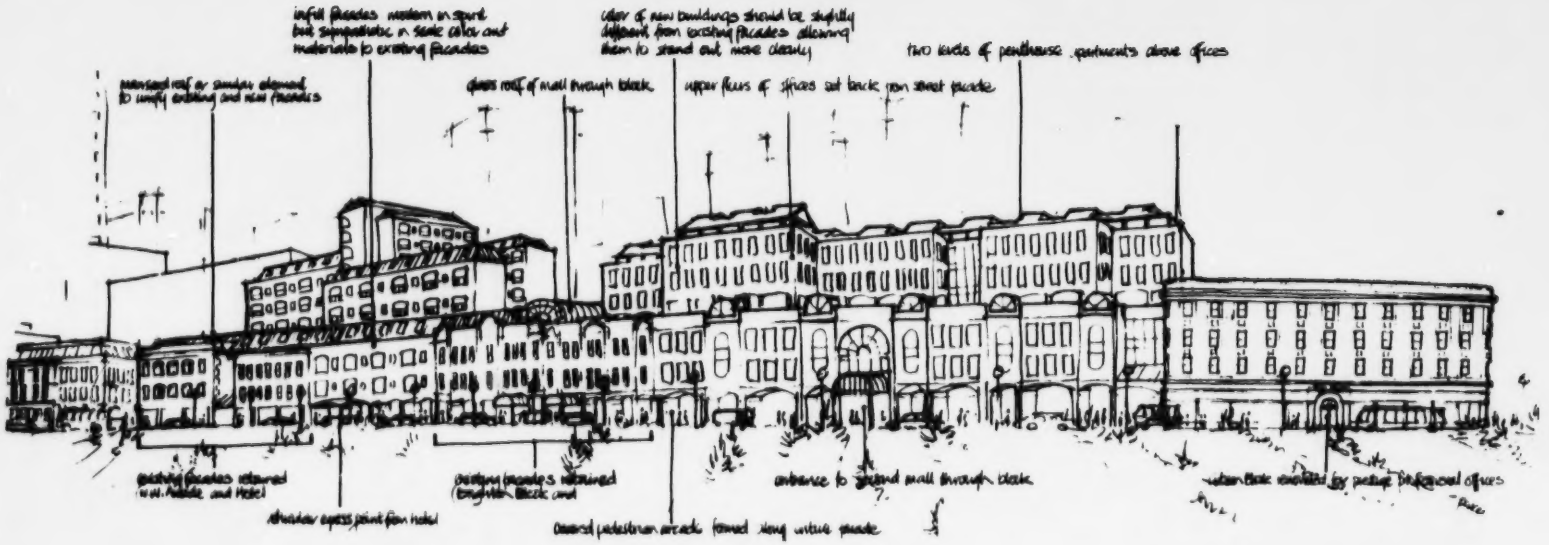
The Old Town includes another building further east on 95 St. and 101 Ave. — the Old Royal Canadian Mounted Police Barracks, a fine old building. Its current use is not compatable with a restored Old Town. It could become an interesting addition to that historic area. It is recommended that:

Recommendation

The RCMP Barracks be recycled for use as a Canadian Multicultural Centre.

This building could be used for offices, meeting rooms and halls. This could be the headquarters of Heritage Days.

Eventually Heritage Day celebrations could take place in a Heritage Park along the river valley close to the Centre of the City. See Appendix 11.

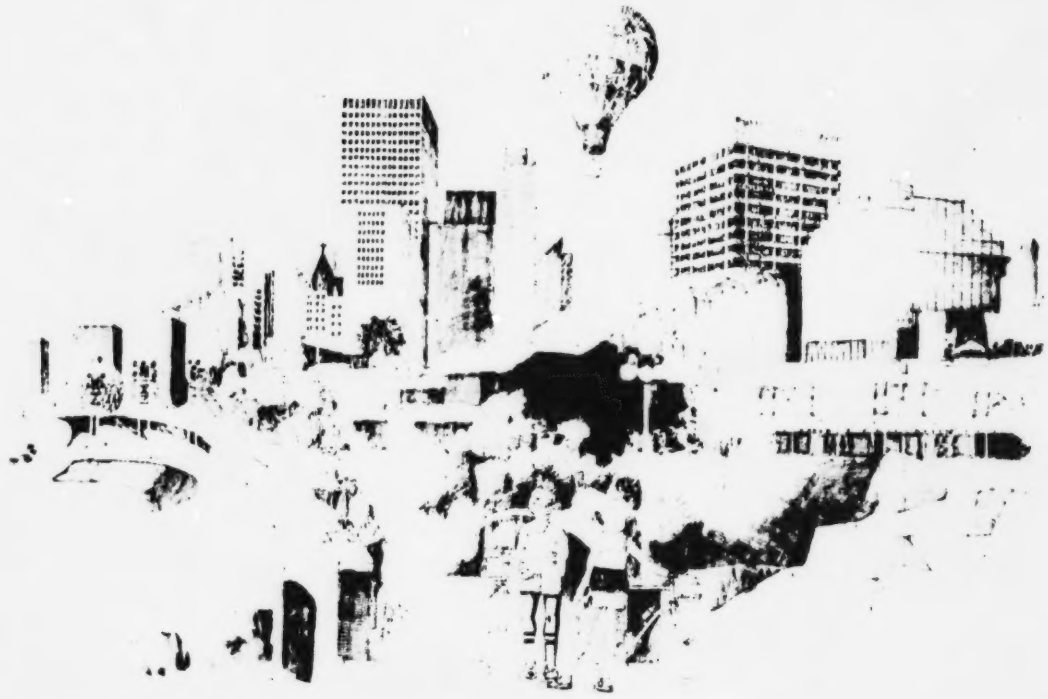

infill facades modern in spirit but sympathetic in scale color and materials to existing facades
color of new buildings should be slightly different from existing facades allowing them to stand out more clearly
two levels of penthouse apartments above offices
mansard roof or similar element to unify existing and new facades
glass roof of mall through block
upper floors of offices set back from street facade
existing facades retained (Alberta Hotel)
existing facades retained (Jasper East Block)
entrance to ground mall through block
shadow cast by penthouse offices
covered pedestrian arcade formed along entire facade

Restored Jasper East Block (courtesy S.P.A.R.E. and R.A. Spencer Architect Ltd.).

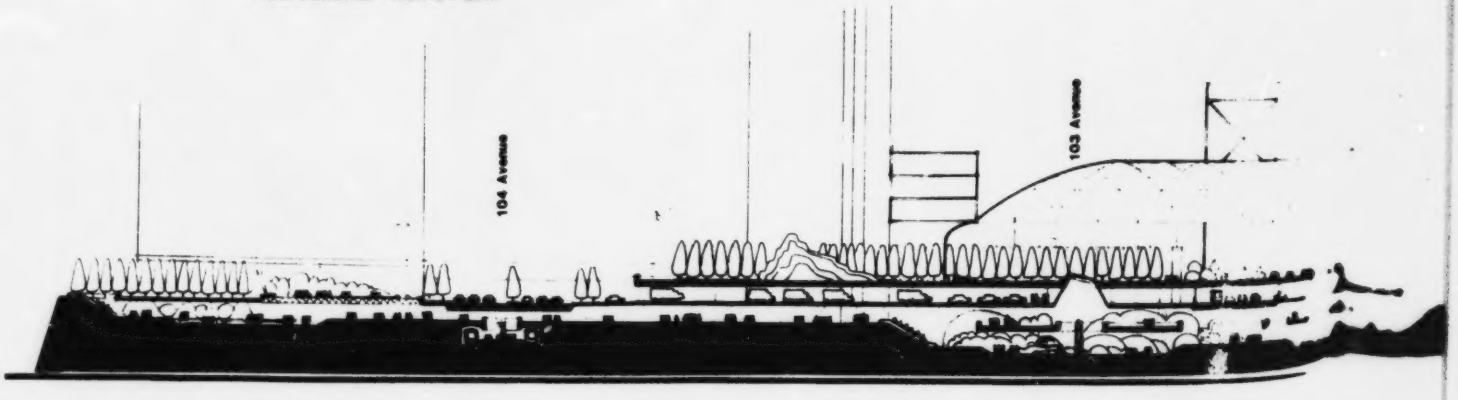
Recommendation

That a Recreational Theme Park be developed on the edge of the river valley from the Convention Centre to McDougall Hill.

Shoppers, convention visitors, tourists and anyone downtown could enjoy a recreational area which might include an amphitheatre, bobsled slides, skating, a boat house on the river's edge, arts and crafts, cross-country skiing, amusements and activities for all ages.



Recreational Theme Park.

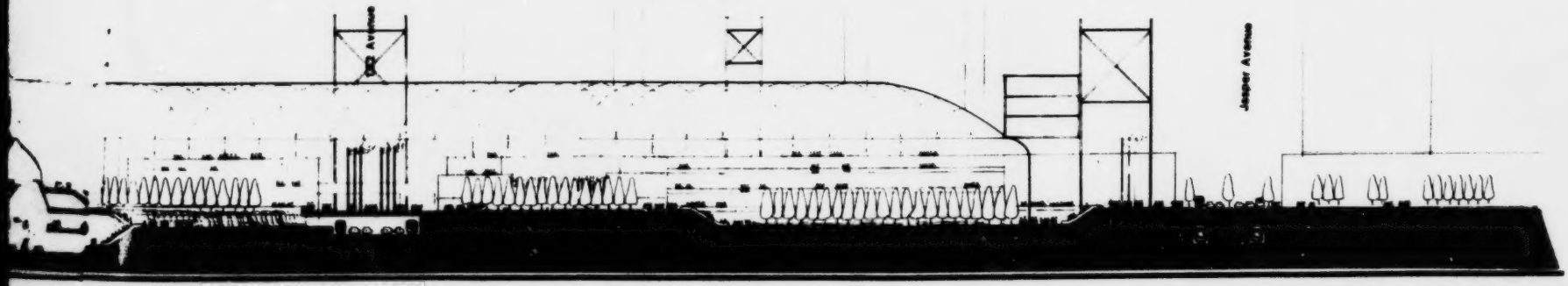


Recommendation

That a retail arcade be created on 102 Street from Jasper Ave. north to 104 Ave.

This is probably the Development Corporation's greatest challenge. Major changes will have to be made which will require substantial investment over many years, and commitment by the existing anchor stores, the owners of smaller buildings plus three levels of government. Imagine the pleasure of shopping in the Heart of the City in an exciting, colourful indoor arcade, with exhibits, and displays. See Appendix 13.

102nd Street Covered Arcade
Interior View.



102nd Street Covered Arcade.

"The development of substantial quantities of housing is an essential element in the quality of the future downtown Edmonton." (Downtown Housing Study, City of Edmonton 1979).

This statement was true then and it is more true today. As the demand for office space has waned, land has become available for the development of housing. A variety of housing would provide Edmontonians with a greater choice of lifestyle. Improvements to public spaces, exciting programming and interesting activities recommended by the Task Force seek to provide a lively downtown where more people will want to live.

There are several areas in Downtown Edmonton suitable for housing development. The Task Force makes these recommendations:

Recommendation

That housing be developed on land available north of the Jasper East block, in the area of Old Town.

Recommendation

That developments on CP lands include housing and a parkade.

Recommendation

That development on available lands in the warehouse district of 104-105 St. include residential (new or converted).

Recommendation

That development on the CN lands include:

a) housing

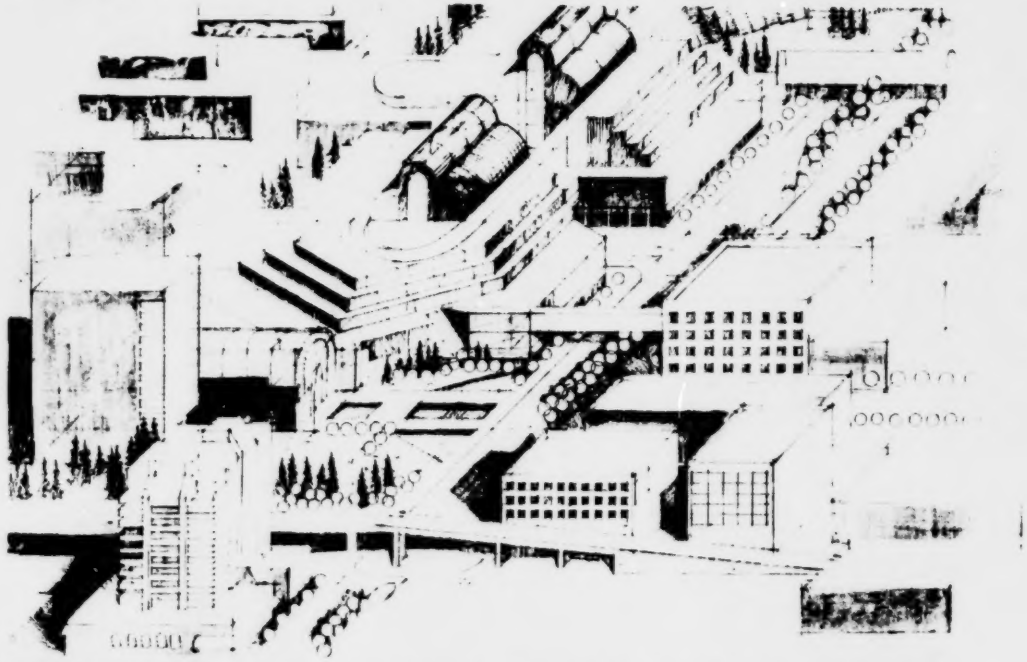
b) a Grant MacEwan College downtown campus, including residences for students and

c) parking structures in the vicinity of 102 St. to serve the retail core.

Continuity is an important factor in implementing the recommendations of this Report. The Task Force wants to ensure the above recommendations are turned into viable plans as soon as possible. Therefore, the Task Force finally recommends:

Recommendation

That the Task Force remain in place to monitor and initiate developments in the downtown area until the Final Report has been conciusively dealt with by City Council.



Downtown Housing and Grant MacEwan College on Existing CN Lands. Artist Concept. Design and Location to be determined.

Major Recommendations of the Mayor's Task Force on The Heart of The City — Roles of Participants

Products/Programs	City of Edmonton	Province of Alberta	Government of Canada	Downtown Development Corporation	City Centre Association	Private Sector	Other
Potential Partnership Projects							
Canada Place	* (Hotel Portion)	•	* (Office Portion)			•	
International Festival Market Place	•	•	•	*		•	
Chinatown	•	•	•	•		•	Chinese Benevolent Association *
Jasper East Block Development	•	•	•	*		•	
R.C.M.P. Barracks — Multicultural Centre	•	•	*	•		•	Edmonton Multi-Cultural Societies
Recreational Theme Park	•	•				*	
102 Street Retail Arcade	•	•	•	*		•	
Downtown Housing	•	•	•	*		•	C.N., C.P.
CN Lands Development including: Grant MacEwan College & Residences	•	•	•			•	CN, Grant MacEwan College
Concert Hall	•	•	•			•	Concert Hall Foundation *
Construction of Parking Garages				•		•	
Improvement of Public Spaces							
Upgrading of maintenance	*				•		
108 Street — Premiers Way	•	*					

* Indicates Primary Participant • Indicates Partner

Products/Programs	City of Edmonton	Province of Alberta	Government of Canada	Downtown Development Corporation	City Centre Association	Private Sector	Other
104 Street — Entertainment Street	*					•	
Rice-Howard Way	*					•	
Heritage Trail	*	•	•				
Jasper Avenue	*	•				•	
Civic Centre Precinct/Churchill Square	*					•	
Old Civic Block Renovations (Police Building) for Museum & Archives	*	•	•			•	
Improvement of Private Space							
CN Hotel Renovations							* C.N.
Improvements to Parking Structures and Surface Parking Lots	•				•	*	
Renovations to Private Buildings through Tax Incentives	•	•	•		•	*	
Changes to Provincial Regulations — Building, Liquor, Health	•	*			•		
Bank of Montreal Office Building						*	
Immediate Improvement Actions							
Parking Management Committee	•				*	•	
Free Downtown Shuttle Service	•				•	*	
Improved Lighting and Policing	*				•	•	
Downtown Promotions and Events	•	•			*	•	
Wish List Program of Donations	•			•		•	Citizens & Services Clubs*
Revisions to the Downtown A.R.P.	*				•	•	

* Indicates Primary Participant • Indicates Partner

Appendices: Task Force Working Papers

Appendix 1
Jasper Avenue Plan

Background

The Jasper Avenue Concept Design presented to the Executive Committee and City Council on Monday, June 18, 1984, is the culmination of many years of planning and design work. It reflects the continuing commitment of the City of Edmonton to building a new and vibrant downtown.

In 1983, the Edmonton Chamber of Commerce and the Edmonton Journal invited five of the city's leading design firms to contribute ideas for improvements to Jasper Avenue. The submissions shared many common themes and pointed clearly to a set of design recommendations that would help reinstate Jasper Avenue and the downtown as the heart of urban life in the city.

At the same time, the City administration was finalizing a capital budget plan for PRIDE (Program to Improve Downtown Edmonton), including an allocation for Jasper Avenue improvements. PRIDE is a civic program, generally coordinated by the Planning Department, responsible for the preparation and coordination of activities aimed at economically, socially and physically rejuvenating downtown. One of PRIDE's initial objectives is to focus on the upgrading of the environment of downtown streets and public spaces.

In October of 1983, the Edmonton Chamber of Commerce appointed Lambur Scott Architects Ltd. as coordinating architects for the Jasper Improvement Program subject to securing financial commitments for the project. Subsequently, Lambur Scott Architects Ltd. presented the results of the Chamber-sponsored design competition to the Mayor's Task Force on the Heart of the City, which was also appointed in October, 1983.

The Task Force interim report, submitted in December, 1983, recommended a plan be prepared for Jasper Avenue which would strive to achieve a number of short term objectives. To realize these objectives, the Task Force appointed Lambur Scott Architects Ltd. to begin preliminary design work in February, 1984. The City of Edmonton subsequently authorized Lambur Scott to prepare a concept plan for the entire Jasper Avenue study area as basis for implementation of a portion of the scheme in 1984/85.

Design

Some 200 years after its founding, the now modern city of Edmonton is pursuing a renewed commitment to the quality of urban life. The vision is a contemporary one, in that it is true to our own place and time. But it is also inspired by past traditions contributing to an expression of urban character that is distinctive — unquestionably Edmonton. The new design scheme for Jasper Avenue — Edmonton's main street — is part of this urban renaissance.

The plan for Jasper Avenue encompasses the downtown portion of this major thoroughfare between 96th Street and 109th Street. The role of Jasper Avenue as a traffic

artery remains intact, accommodating vehicular traffic on four of its seven lanes. The middle lane has been restored to a median strip much as it was at the turn of the century (when street cars provided public transit downtown) except that now the median will be landscaped with trees, sculpture, and banners celebrating the cultural life of the city. The curb lanes of the street right-of-way have also been redesigned to allow for bus laybys and parking stalls carefully integrated with new sidewalk areas for the pedestrian.

Along its fourteen block length, the Jasper Avenue Improvement Area will have approximately 150 permanent short-term parking spaces. This on-street parking feature provides convenient vehicular access to retail shops and services on Jasper Avenue. It is a vital component of an overall downtown parking management strategy aimed at providing free parking for downtown shoppers.

Convenience is also an important factor in a new public transportation plan for Jasper Avenue. Bus routes will focus on existing mainline trolley routes — the backbone of the system providing the major transit links from the suburbs to Jasper Avenue. Express busses on Jasper will be rerouted to 102nd Avenue to eliminate the need for exclusive bus lanes and tow away zones, and to help reduce traffic congestion.

The lighting of public streets and parks, while it may presently be functional and utilitarian, does not provide a comfortable sense of security nor offer the delightful aesthetic experience that is possible. New lighting for Jasper Avenue has thus been designed to include a variety of elements to improve the overall illumination of the street and highlight special areas, particularly in the pedestrian realm.

Primary street lighting is incorporated in the median area. The fixtures are a contemporary adaptation of the original design used on Jasper Avenue and incorporate banners and supports for seasonal decorations. Supplementary street lighting is integrated with the proposed transit and intersection standards to enhance the illumination of intersections.

Pedestrian sidewalk lighting is furnished by bollard fixtures to be located adjacent to the street curb. Poster kiosks, bus shelters, L.R.T. entrances and newsstands with illuminated signage/advertising, would complement this.

Illuminated sculptures proposed along the median would serve to animate the street as well. It is also proposed that the now established Edmonton tradition of decorating street trees with lights during the Christmas season be extended along Jasper Avenue and perhaps become a year-round feature.
Although not so noticeable at night, the tangle of overhead power cables, transit wires, and suspended traffic control signals and signage, detracts from the aesthetic potential of the Jasper Avenue streetscape. A new system of standards eliminates much of this clutter, and frees up precious sidewalk space by requiring fewer poles to serve essential functions.

The intersection standard incorporates lighting and traffic and pedestrian control signage, and provides a support for overhead trolley wires. The transit standards (typically located midblock) serve primarily to support the trolley wires but also incorporate lighting, signage, waste receptacles, and display surfaces mounted to a unobtrusive cantilever structure.

Perhaps the most important design characteristic of a street, or a city for that matter, is coherence. Presently, a walk along Jasper Avenue reveals an odd collection of new boxes, telephone booths, benches, planters, garbage receptacles of varied descriptions, and other bits of what may be termed 'street furniture'.

There is, however, a certain logic to the grouping and location of these elements which may be exploited to create real urban amenities that also contribute to a distinctive image. Jasper Avenue's street furniture needs have thus been organized in a series of modular "block stations" conveniently placed at intersections where sidewalk widenings are proposed. Bus shelters are similarily designed to incorporate those amenities needed by transit users and pedestrians but seldom found in the right place.

The street furniture also offers an opportunity to introduce a colour theme to the downtown area. Many cities have characteristic colours, and so too should Edmonton. A

carefully chosen pallette of rich colours would help to punctuate the winter greyness, and could help complement the summer landscape.

The remnants of Edmonton's "Old Town" sits at the eastern gateway to Jasper Avenue. More than any other area along Jasper Avenue, the "Old Town" offers the potential for developing a truly unique urban focus that is at once contemporary and historic. The identity of the city is most profoundly rooted in this area, and it is in many ways its distinguishing stamp.

The streetscape plan for the east end of Jasper Avenue includes: refurbished buildings; widened sidewalks as a promenade; selective urban infill; and an interpretive park with outdoor exhibits at the edge of the river valley.

The relocation of the Alberta Hotel to the corner of Jasper and 101 Avenue is also proposed. In its new location, this building could serve as an historic interpretive centre and anchor to the eastern gateway to downtown. Its strategic location connects pedestrian access routes to the city market, Chinatown, Heritage Trail, and the proposed Riverlanding theme park.

The historic theme of the Old Town is extended along the length of Jasper Avenue through visual displays incorporated into the kiosks provided at each street intersection. New street names, celebrating the city's urban heritage, would also reinforce this theme.

All along the avenue, tree planting is a significant urban design feature. Where possible, trees would be placed on the centre median offering an opportunity to introduce substantial landscaping to the downtown core. These median trees would create urban spaces of a scale that is comfortably sized for pedestrian use.

Median planting would include evergreen species to provide year-round colour and visual impact. Deciduous trees will provide summer shade and a canopy over the street.

Deciduous trees (green ash) will also be planted along the sidewalks at the street side near the curb. This will contribute to the desired street scale and afford some measure of separation between vehicles and pedestrians.

Beyond the public street right-of-way, a number of special development opportunities have been identified which could contribute significantly to the overall urban design plan for Jasper Avenue. In most instances, these 'opportunities' feature existing downtown landmarks or focal points. As an example, the proposed upgrading of the existing park at Jasper and 102nd Street offers a special opportunity to create a pleasant off-street public space in the heart of the city.

Other urban design opportunities include:

- placement of colorful flag court or wind sculpture at the intersection of Jasper and 100th Street — a major gateway to the river valley
- a water sculpture at Jasper and 108th Street to mark the formal approach to the Legislature along Capital Boulevard
- a decorative super-structure above the CP Rail bridge (between 109th Street and 110th Street) to highlight the western gateway to the downtown.

It is certain that, the full potential of the Jasper Avenue Improvement Program can only be realized with the participation of businesses and property owners along the Avenue. Some merchants have already undertaken new projects as a demonstration of their faith in the future of downtown, but much more is needed.

Of particular importance are the vacant lots along the Avenue. These could be recycled to accommodate short term retail uses (where long term development projects are planned) or cosmetically refurbished to complement planned improvements to the streetscape. For example, specially designed hoardings could provide canopies for pedestrian shelter or serve as sidewalk art galleries for the enjoyment of passersby.

Many existing buildings could also benefit from the facade improvements, in keeping with the objective of restoring Jasper Avenue to its role as Edmonton's main commercial street.

Implementation

City Council in May allocated $1.498 million to the Planning Department's 1984 capital budget for Jasper Avenue improvements under PRIDE (Program to Improve Down-

town Edmonton). Tenders for the Jasper Avenue work will be called from July 16 to August 3; Phase 1 construction is scheduled to begin either late summer or early fall.

Appendix 2

The Development of Churchill Square

Introduction

The development of Churchill Square is perhaps the most challenging and exciting issue in all of Downtown, as the square is unquestionably the most significant piece of urban real estate in the City. Not only is it attractive as a green oasis in the "urban forest" but it is the symbolic heart of Edmonton, the center around which are placed major administrative, commercial, judicial and cultural facilities. The high significance we attribute to this square dictates that we proceed with caution.

Are We Ready

It is essential that a good development scheme for the square relate well to that which already exists at its perimeter. How well it functions as an urban space will be largely determined by how well it relates to the Public Library or the City Hall. For example, the controversy that surrounds the future fate of City Hall or the old Police Headquarters suggests that the next ten years could show a great deal of change in the area, particularly along 102nd Avenue, 99th Street and 103rd Avenue, and thereby create some strong design indeterminants.

Another question relates to image. As the heart of the City, the square must reflect the image of the City to both residents and tourists alike. It is safe to say that at this point few Edmontonians who have watched the Downtown grow and change as rapidly as it has in the past twelve years, could say with confidence exactly what image should be reflected, or even come to a consensus as to where to begin. It is our feeling however, that we must begin.

No central civic square is ever completely static. They change with the changing needs of the City. But we know for a fact that the Courthouse, the Art Gallery, the Citadel, the Public Library and Edmonton Centre will give stability to Churchill Square for years to come. The new developments can adapt themselves to the square for this is the way it must be. If we wait to have all the answers, nothing will ever be done.

With some vision, a vitalized Churchill Square could be just the element to enhance our image of the City and be that feature which establishes a strong urban identity for all Edmontonians.

The Cunningham du Toit firm was appointed to examine the potential of the Square. The City Parks and Recreation Department is asking for input by the public. Preliminary work done by the architect addresses many of the issues raised, but extensive public hearings are now required to formulate a preliminary design concept. The Task Force endorses the proposed process and recommends the items which follow be included in the Square as soon as practically possible.

Design Objectives

We believe that the development of Churchill Square should satisfy these basic objectives:

1. To create an identifiable Centre to the Downtown and City as a whole.
2. To enhance and make unique the image of the city so as to leave local residents and visitors with positive attitudes towards Edmonton.
3. To create a gathering place for celebrations and entertainment.
4. To compliment Downtown retail and commercial activities throughout the year.
5. To fully integrate Churchill Square with the vehicular and pedestrian movement patterns of the area.

Concepts for a Better Churchill Square

Ice Fountains

To enhance a sense of place and strengthen the image of the Square, the design should focus on a central element or unifying theme. One such theme that would be ideal is the ice fountains of sculptors, like Carl Nesjar. These beautiful fountains are gushing water in the summer time and gleaming ice in the winter and would be an absolute delight all year round. The science and concept is still relatively new and only appropriate to northern climates like our own. A series of these relatively inexpensive pieces would dazzle and amaze and distinguish Churchill Square as unique in the world. If handled on an appropriately grand scale, they could unquestionably make the single most significant contribution to the Square.

Skating Rink

The skating rink should be returned to Churchill Square and integrated with the ice fountains which would be lit up at night. The music and activity generated by the skating rink is an irresistible attraction to skaters and passersby alike.

Water Pools

Related again to the Ice Fountains and perhaps to the skating rink, should be large pools of water for relaxing beside or dipping toes into on a warm summer day. The Europeans have long realized that the use of water was a great way to attract people to public areas. Surveys have indicated that water at Churchill Square is one of the highest priorities in the minds of Edmontonians.

Greenery

Greenery, along with water, was given the highest priority amongst Edmontonians for inclusion in the square. Evergreens, because of the year round greening affect, should be used generously but with consideration to the large ground area they consume.

Open Space

Open spaces must be retained to make possible large gatherings of people, sunning, and recreational activities, as well as retain a sense of safety and visibility throughout the Square. One attractive feature of the Square as it currently exists is the opportunity to look straight across to activities on all sides. This is a welcome relief in the Downtown jungle of tall buildings and few vistas.

Permanent Open Air Stage

Located at the south end of the site in accordance with good stage siting practice, this raised stage should accommodate performances to crowds of up to 5,000 people. The design should be of a character that enhances the Square and contributes to its picturesque quality.

Link to City Hall

A direct link between City Hall and the North end of the Square, perhaps most conveniently achieved through pavement textures and the elimination of some curbs along 103rd Avenue is necessary to establish the strong political symbolism inherent in the square, and create a place for large crowds to gather for Civic presentations. During such gatherings, 103rd Avenue could be blocked off to allow the free movement of people.

Link to Public Library

Eventually, an overhead link from the Square to the Public Library could penetrate directly through the library and link up with the seldom used south courtyard area. This would have several positive effects including enlarging the actual usable outdoor area of the Square and increasing library usership. The potential to stage outdoor events would be enhanced due to a diversity of space.

Creation of Cultural Precinct

The East side of Churchill Square is developing naturally into a Cultural precinct. Currently in place are the Citadel Theatre, the Children's Theatre (currently under construction) and the Art Gallery.

A new concert hall is proposed for the old Police Headquarters site. It would be highly beneficial to restore the Police Headquarters Building (once the Edmonton Civic Block) and use it for a Municipal Museum and Archives. The concert hall could be located in back of the site. Underground pedway links which, if properly designed, could open out onto the Square at strategic locations, would ensure year round use and could be used to encourage artists to rent space and create underground galleries. Much of the existing LRT concourse would serve this purpose.

Commercial Component

Provisions must be made to encourage some commercial sales in the area. Colourful kiosks, creatively designed with character, should be located at the four corners of the Square. A contest could be held and vending contracts awarded to the entrant with the most acceptable booth design.

Snacks could be sold as well as local handicrafts and jewelry. Buskers should be encouraged to play during the summer months.

To Conclude

It should be made clear that all of these ideas needn't be implemented at once. An overall design strategy could be developed and incorporated over a series of phases towards ultimate completion. In this way modifications to suit changing urban patterns or developments could be designed in.

If only the Ice Fountains and Open Air Stage (two very key items on the list of proposals) were implemented as Phase 1, the immediate impact on Churchill Square would be enormous and monies for subsequent phases perhaps easier to come by.

Appendix 3
The 104 Street Entertainment Area

104 Street, from Jasper Avenue to 104 Avenue has a comfortable ambience for visitors and citizens alike. The street is studded with historic buildings, like the Old Birks Building (now Henry Singers), the Revillon Building, and the Great West Saddlery Building (built in 1914).

Currently, there are a number of fine restaurants, bookstores and cafes in the area. The area lends itself to development of luxury condominiums, small shops like a deli, a bakery and a tea shop.

One unique feature of 104 St. is the walkway entrance to the Beaver Hill Park. The Park lends much needed green space and a small picturesque stream to downtown.

The 104 Street Area is a valid reflection of early Edmonton which has been preserved and should be enhanced with special lighting, planting and trees. Local business people and restauranteurs should be encouraged to upgrade their buildings and help improve the face of their part of downtown.

Appendix 4

The Edmonton Concert Hall

A Foundation for the financing, construction and operation of a Concert Hall now exists in Edmonton. The group is actively pursuing its goal of $33 million in a building fund campaign to be launched in 1985 with a probable period of several years.

The Edmonton Concert Hall Foundation has asked the City Council to commit those lands formerly occupied by The Municipal Courts on 102 Avenue across from the Citadel II develpment and the upcoming Canada Place development. The City has not yet officially replied.

The Mayor's Task Force of the Heart of the City has endorsed this proposed land use and has stated so in a resolution to Council.

The Task Force agrees with the Foundation that this is a preferred and natural location which compliments the existing Citadel Theatre complex. The Citadel offers full main stage performances, upbeat theatre in the Rice, film in the Zeidler and Theatre for Young Audience in the new Lee Pavillion.

A Concert Hall will also be, of itself, a valued addition to the Art Gallery, the Library and to the Civic Square set in the grandeur of Churchill Square, not far from the Provincial Courthouse, a redeveloped 97 St., the Convention Centre and the Canada Place development.

The Concert Hall proposal is an imposing civic structure housing the 2,000 seat music hall and smaller performance spaces, rehearsal spaces, instructional space and administration offices.

Appendix 5

Tax Freeze for Restoration or Renovation Work

Current property tax assessment procedures provide disincentives for property owners to restore or renovate existing premises. Firstly, restoration and renovation work carries a cost premium over new construction, and secondly, as soon as the renovations are complete the owner faces an immediate property tax increase.

To provide proper incentives for property owners to carry out restorations or renovation the Mayor's Task Force supports a tax freeze of up to 5 years to allow owners an opportunity to recover the capital costs involved. Current legislation allows rebates only on an annual basis, with each individual case having to come before City Council. Some mechanism should be put in place to allow the City to enter into longer term agreements with property owners for a tax freeze without the necessity of having the matter continually being referred to Council. An amendment to the Municipal Taxation Act may be required and should be vigorously pursued.

Appendix 6

Briefing notes on Provincial and Municipal Regulations which Affect Downtown Vitalization

Introduction

During its deliberations, the Mayor's Task Force had the opportunity to accept submissions from a wide variety of business people who operate in downtown Edmonton. A reoccurring concern voiced by all presentors was the myriad of rules and regulations which govern so many aspects of business operations. It became apparent to the Task Force that these regulations were having an inhibiting effect on the vitality of downtown Edmonton and that it was necessary for the Task Force to seriously consider which rules might impinge upon the vitalization of our downtown.

As a result, the Task Force is prepared to offer a series of recommendations dealing with rules and regulations. Inherent in the report is the concept that there must be a strategy developed which will allow for some discretion in the application of those by-laws which have a serious effect on development and operation of business in downtown Edmonton.

It must be asserted that the problems pertaining to the number of 'rules and regulations' and their application have also been recognized by the Provincial Government. Mr. Keith Alexander, M.L.A., has been

charged with the task of examining the current situation and reporting to Cabinet with his findings. The fact that the province has established such a prestigious committee would indicate that the problem is recognized at the provincial level.

In essence, this report reviews some of the current legislation and determines what difficulties are encountered by business people as a result of the legislation. The report then provides some specific recommendations in an attempt to alleviate a somewhat oppressing atmosphere which inhibits business in the downtown of Edmonton.

Summary of Recommendations

a) It is recommended that, following presentation to Edmonton City Council, the recommendations of this report be presented to the Keith Alexander Committee.

Building Codes

1. It is recommended that Article 1.2.1.2 of the Alberta Building Regulation be amended to delete the words in bold type so that both historic and existing buildings benefit:

> "The rehabilitation or change in use of an occupancy of an existing building that has been designated by an acceptable authority **of having a significant historic value,** shall be permitted if it can be shown that the level of safety is acceptable for its intended uses."

2. It is recommended that the City of Edmonton through the Mayor's Office, should lead Alberta municipalities to press the National Research Council to quickly complete its revision of the National Building Code to assist building rehabilitation.
3. It is recommended that the Province should fund additonal research in building technology and technical issues to provide a larger basis for the discretionary powers which currently exist under the Alberta Building Regulations regarding equivalencies.
4. It is recommended that local building inspectors should be educated in the latest technology of building code equivalencies in order to be more willing and able to exercise their discretionary powers.
5. It is recommended that applicants for building permits dissatisfied with municipal code decisions should seek relief through the Provincial appeals route.

Public Health Act

6. It is recommended that the Public Health Act and the Building Code requirements with respect to seating and washroom capacity be consistent.
7. It is recommended that the Public Health Act be revised to allow Local Health inspectors the discretion to issue extensions to Food Premises Permits to increase the temporary seating capacity for outdoor cafe use without demanding an increase in washroom facilities.
8. It is recommended that the Public Health Regulations be amended to permit the outdoor preparation and service of food in a permanent location with requirements similar to Mobile Vendors.

City Initiatives

9. It is recommended that the City establish a "Downtown Development Coordinator", one of whose main responsibilities would be to facilitate development and business proposals from individuals wishing to start small businesses in the Downtown. This would include providing information on the Development Permit process, the Building Code, public health approvals required, business licences and other City requirements.

Building Codes Introduction

The series of recommendations contained in this section are intended to provide action orientated processes whereby the development of downtown Edmonton may proceed in an orderly and logical manner. For the past decade, there has been a major emphasis on the construction of new buildings in Edmonton's downtown. Further, the existing building codes propagate the concept that it is better to tear down rather than remodel an existing building.

The series of recommendations in this section are aimed at dispelling the myth that older buildings must be demolished. It is the considered opinion of the Mayor's Task Force that older buildings add charm and

character to the downtown core. In Canada, one does not have to search far for outstanding examples of the advantages of restoration; Vancouver with Gastown, Halifax with Historic Properties, Toronto and Yorkville are immediate examples of how older buildings may add to the vitilization of a downtown area.

However, in Edmonton, we are only coming to the realization that the character of our city must be preserved. In fact, unless a building is designated as historic, the building codes argue for its demolition. In essence, few older buildings can meet the stringent demands of the building code and thus it is far less expensive to tear down rather than refurbish.

The recommendations in this section are orientated toward an alteration of existing building codes and a renewed understanding by building inspectors pertaining to the value of older buildings. The recommendations argue that high level meetings between the Province of Alberta and the City of Edmonton must be initiated by Edmonton's City Council. Further, an education program for building inspectors must be established. It is suggested that the Extension Department of the University of Alberta is the logical carrier of this program.

Building Codes

The basic objective of the Building Code is to safeguard life and property by prescribing the minimum fire safety and protection requirements for the building, in this order of importance:

1. To provide for the safety of building occupants, and to make provision for their evacuation or refuge during a fire or other emergency.
2. To provide for the safety of firemen fighting a fire.
3. To provide for the safety of adjoining property and to prevent the spread of fire.
4. To provide for the preservation of the property itself.

Requirements developed to meet this objective for *new* construction form the basis of the Alberta Building Regulation. There is no similar document which addressed these objectives for existing construction, although alternate documents are being proposed by the authorities.

The Alberta Building Regulation 1981 (officially the Alberta Uniform Building Standards Act) serves as the building code for the City of Edmonton. The Alberta Building Regulation includes the National Building Code. To construct or alter a building in Edmonton essentially means adherence to one code: the National Building Code, with amendments to it made by the Province of Alberta.

The Alberta Building Regulation was designed for new construction. It also legally applies to the rehabilitation of existing buildings despite the fact that conditions in existing buildings are seldom similar to those in new buildings. It is also quite often difficult to change an existing building to meet the new Code requirements, while it is relatively easy to change the plans for a new building before it is built to meet Code requirements.

The National Building Code provided no specific direction for the problems of existing buildings. The Alberta Building Regulation amends this national ommission slightly, as follows:

> "The rehabilitation or change in use of an occupancy of an existing building, that has been designated by an acceptable authority of having a significant historic value, shall be permitted if it can be shown that the level of safety is acceptable for its intended use." (Article 1.2.1.2)

This makes no provision for "non-historic" buildings (see Recommendaton 1 in the Summary).

In many cases it may be possible to achieve the same safety requirements of the Regulation in an older building through other methods or "equivalencies" without compromising standards of safety. It is the responsibility of the building owner to present such equivalencies to the local Building Inspector who will then decide if these equivalencies will achieve a reasonable level of safety for the intended use.

What is an equivalency? It means meeting the intent of the regulation rather than the letter of it. For example, suppose a floor system is supposed to last two hours in a fire before it fails and the fire breaks through. If an existing floor system could not meet that requirement, the addition of a sprinkler system might compensate for that because it

would put the fire out before the fire had a chance to cause the old floor to fail.

Other equivalencies can be more complex. The Alberta Building Regulations may require that an exit corridor be a certain width (a multiple of 550 mm, such as 1100 mm, etc.) based on occupancy. If an existing corridor was only 1000 mm when 1100 mm was required, it would be necessary to demolish the corridor to enlarge it if no alternative could be found. Multiply this several times in one older building and you might as well demolish the building and start again because it would be cheaper. If the building was historic, this type of mutilation would destroy much of the historic character. This situation clearly indicates that any owner of an existing building contemplating renovation should apply for his permits well in advance.

The problem here is that equivalencies are not standardized, and each local Building Inspector uses his own discretion to grant an equivalency. What's equivalent in one situation might not be so equivalent in another. If an equivalency is granted, the City can be held liable if it fails. This does not make discretionary equivalencies attractive. If the equivalency is not granted, the applicant may apply to the Director of the Building Standards Branch to rule on the acceptability of the proposed equivalent. His ruling will then apply in all Alberta Municipalities.

Without equivalency standards or a similar alternative, seeking an equivalency becomes an erratic and time-consuming process which could occur for a dozen different situations in one older building, upping the cost beyond reason. Local building officials consider their role to be reactionary — they do not see their role as one of educating the public and providing advice to the public on what to do and what not to do.

The National Research Council is working on guidelines for the National Building Code to help this situation. This could be several years from implementation. Some provinces and municipalities have not been willing to wait that long and have been developing their own regulations for exsiting buildings. Nationally, considerable research has been done already — what is required is faster action to amend the National Building Code.

Provincially, Alberta Culture (with its interest in heritage buildings) has completed a study into this problem, though concrete results from this study have yet to be brought forth. Over the summer, the City Planning Department will be working on this problem with Alberta Culture, and in October it will be the subject of a major professional workshop at the Heritage Canada Foundation's national conference to be held in Edmonton. **The following actions are recommended for all involved parties to improve the existing situation regarding building codes:**

1. The City should establish a "Downtown Development Coordinator" position to act as an advocate to facilitate development and business proposal applications, so that the applicant does not go from place to place collecting permits.
2. Amend article 1.2.1.2 of the Alberta Building Regulation to delete the words in bold type so that existing buildings benefit in addition to historic buildings:

   "The rehabilitation or change in use of an occupancy of an existing building, that has been designated by an acceptable authority **of having a significant historic value,** shall be permitted if it can be shown that the level of safety is acceptable for its intended uses."
3. The City of Edmonton through the Mayor's Office, should lead Alberta municipalities to press the National Research Council to quickly complete its revision of the National Building Code to assist building rehabilitation.
4. The Province should fund additional research in building technology and technical issues to provide a larger basis for the discretionary powers which currently exist under the Alberta Building Regulations regarding equivalencies.
5. Local building inspectors should be educated in the latest technology of building code equivalencies in order to be more willing and able to exercise their discretionary powers.

6. Applicants for building permits dissatisfied with municipal code decisions should seek relief through the Provincial appeals route.

Public Health Regulations Introduction

The signs of a vibrant downtown are always apparent; sidewalk cafe's, street vendors, open markets; in brief, a downtown that is orientated towards people; that attracts people and invites them to participate in an exciting happening.

To attain such an ambiance there must be a realization that a wide variety of businesses should be able to operate in downtown Edmonton. The fact is that current health and liquor regulations mitigate against the establishment of these small businesses.

Restaurants must increase their washroom facilities if they add an outdoor component to their establishment. However, our short season makes this impractical. If washrooms are not the problem, then entrances are. In point of fact, the regulations are so numerous and their enforcement so stringent that the independent operator has a difficult time maintaining a current business let alone attempting to expand.

The recommendations in this section attempt to deal with the concerns which many delegations have voiced to the Task Force. We are, in fact, optimistic that the Keith Alexander Committee is not only hearing these concerns but will bring in recommendations to correct the current situation.

Public Health Regulations

1. Relationship between City and the Local Board of Health

- The Edmonton Local Board of Health is an autonomous body which has the jurisdiction and responsibility to administer Provincial Health Act and its Regulations. The problem is that the City's vitalization policies such as encouraging more street activity are sometimes inhibited by the Public Health Act regulations.
- The Edmonton Local Board of Health is funded by the Province.
- Although legally, the Local Board of Health must administer the Provincial Health Regulations there are differences in interpretation of these regulations between Local Health Boards.
- In the past, restaurant operators who had difficulties in satisfying Health Board regulations directed their complaints to the City. However, the City has no way of influencing the Local Board of Health because it administers the Provincial Public Health Act and its Regulations.
- Under the Public Health Act there is a procedure for appeals and waiver and these must be made to the Provincial Board of Health.

2. Regulations Affecting Revitalization

Street Vending

- The Planning Department has developed a standardized procedure to streamline street vending applications. A brochure is available which outlines the requirements and procedures.
- The procedure involves obtaining a Food Premises Permit from the Edmonton Local Board of Health and obtaining approvals from the City to sell products on city streets and sidewalks.
- Edmonton Local Board of Health administers Provincial Regulations. For the most part these regulations are in effect and are being complied with by City vendors.
- The Provincial Highway Traffic Act is in the process of being amended to permit selling on roadway right-of-way for mobile vehicles.
- The City has made considerable advances with regard to Street Vendors and no changes to Provincial regulations are necessary at this time. The Public Affairs Committee approved this position in 1984. However, new situations may bring forward new problems and the City should be prepared to respond and continue its dialogue with the Health Board.

Seating Capacity for Restaurants

- The Building Codes and Health regulations differ in their requirements for washrooms and seating capacity.
- *The Public Health Act requires:*
  1 toilet and 1 urinal for males and 1 toilet for females per 60 seats.
- *The Building Code requires:*
  toilet and 1 urinal for 35 males and 1 toilet for 25 females.

- It is now possible to satisfy the Building Code regulations but not meet the Public Health regulations.
- **It is recommended that the Public Health Act and Building Code requirements be consistent.**

Sidewalk Cafes

- The Planning Department has developed a policy and procedure which encourages the development of Sidewalk Cafes.
- The Edmonton Local Board of Health was originally concerned with allowing Sidewalk Cafes due to liability, enforcement and movement of food into "public" space. With the development of a standardized leasing agreement for the use of city sidewalk the Health Board's only concern is that the seating capacity does *not* exceed washroom capacity.
- A Sidewalk Cafe requires an extension of the Food Premises Permit which should not be a problem providing the washroom capacity is satisfied.
- This was originally a problem last summer but has now been resolved with the development of Guidelines and Procedures for Sidewalk Cafes by the City.
- The Convention Centre's request for permit for music and food on the west and east terraces for Klondike Days has been given some detailed requirements from the Health Board that are *not* reasonable and cannot be met for the functions.
- **It is recommended that the Public Health Act be revised to allow local Health Inspectors the discretion to issue extensions to Food Premises Permits to increase the temporary seating capacity for outdoor cafe use without demanding an increase in washroom facilities.**

Outdoor Eating Areas

- Health Board regulations are very restrictive when it comes to allowing the outdoor preparation and servicing of food in *one location* (including a seating area).
- Since the food preparation canteens remain in one location the Health Regulations do not consider them Mobile Vendors and therefore they must meet more stringent restaurant regulations.
- There is **no** provision for the outdoor *preparation and serving* of food in a permanent location.
- **It is recommended that the Public Health Regulations be amended to permit the outdoor preparation and serving of food in the permanent location with requirements similar to those for Mobile Vendors.**

Liquor Control Regulations

Liquor Sales in Sidewalk Cafe Areas

- The Alberta Liquor Control Board in 1983 was wary of allowing liquor in sidewalk areas. They used their discretionary power to make things difficult for restauranteurs wanting sidewalk cafes because they were concerned with enforcement and liability.
- The Planning Department worked with them to develop a means of control and an approval process which ensures city control and enforcement of the liquor laws.
- The Liquor Board is considering extending outdoor drinking from 10:00 P.M. to 1:00 A.M.

Comments from Convention Centre

A.L.C.B. does not permit public events (open invitation to general public) in ball rooms with food and beverage.

Organizations have to request a special permit, specify the event, give a reason, and justification, and preferably show a connection with a charitable organization.

Special permits are very difficult to get and are sometimes given grudgingly.

Regulations Affecting Signs

Sign Legislation

There is a perceived problem that the sign regulations limit businesses from placing signs and marquees to help in their business identification.

- Signs are regulated solely **by the City** through 3 bylaws.
  1. Land Use Bylaw #5996 (as amended). — regulates signs on private property and the location of portable signs

2. Building Permit Bylaw #5023 (as amended).
   — regulates fascia signs and signs encroaching over public property
3. Streets Bylaw #5590
   — regulates placement of signs on City sidewalks and/or road right-of-ways.

- Last summer businesses were fined for having sandwich signs placed on the sidewalk in contravention of the Streets Bylaw #5590.
- Since then the Transportation Department has developed guidelines to permit placement of sandwich signs in front of businesses without requiring formal approval by the City Engineer. (Section 1205).
- This was approved by City Council 1983 06 14.
- This problem has been resolved.

Placement of Marquee Signs

- Presently the Building Permit Bylaw permits signs to be extended over city property providing certain regulations are followed. These regulations protect fire access, visibility to traffic information and curb line clearances (Section 5.9 and 5.10 and Table 5.5.A.).
- Bylaw Enforcement indicates they have not had any complaints about these regulations.

Canopies and Sidewalk Weather Protection

- The Downtown Plan encourages the development of sidewalk weather protection but the City's Building Permit Bylaw discourages this by charging an annual encroachment rental fee.
- The Planning Department has recommended that City Council adopt Bylaw #7510, a Bylaw to amend the Building Permit Bylaw to delete this fee, thereby providing a financial incentive to businesses to improve their appearance by building awnings.
- The Assessment Department has agreed to not tax these improvements.

City Regulations Affecting Business Development

- There is a great deal of confusion in the mind of general public when it comes to determining the rules, regulations and procedures to initiate a business in the City.
- This is the result of the fact that various departments in the City are responsible for administering various Acts, Bylaws, and Regulations. Complicating the matter even more are the Provincial Departments and Agencies one must obtain approvals from when starting a business. Often, because of the numbers of Bylaws and permits required one Department may not be aware of other City requirements. This can be frustrating to those interested in starting businesses because they are unsure where to go and what they must do to get City approvals quickly.
- The City must be more outgoing in facilitating new business development with respect to advising applicants where to go, what the procedures are, and how long it takes to get **all** city approvals.
- It is recommended that the City establish a **"Downtown Development Coordinator"** one of whose main responsibilities would be to facilitate the efforts of individuals wishing to start small businesses in the Downtown. This would include providing information on the Development Permit process, the Building Code, public Health approvals required, business licences and other City requirements.
- The "Downtown Development Coordinator" would be familiar with all City Bylaws and Regulations including the Land Use Bylaw, General Municipal Plan, Area Structure Plans, Building Permit Bylaw, Business Licence Bylaw, Streets Bylaw, and Provincial regulations which the City administers. More importantly this individual would be familiar with, and develop a liaison with the City Departments involved with licences, permits, and the development process in general.
- Although this individual would be primarily responsible to facilitate Downtown development, he or she could also provide this service for the rest of the City.

Appendix 7

The Downtown Development Corporation

Introduction:

All across North America, cities are recognizing the need to pay special attention to their downtown business districts, and in many cases rescue them from serious decay. This action is found to be necessary to allow the city to remain competitive with other cities for new business growth and tourist dollars and as an attractive place for its citizens to work and be entertained. It is clearly evident that the downtown is the face of the community and a reflection of the economic opportunities available. It is also recognized that the central business district is thus important to the entire metropolitan area and requires the constant attention of both the municipal government and the private sector, working together. In other centres such as Winnipeg and Vancouver (and most U.S. cities) both other levels of government are also actively involved.

The concept of private/public co-operation on a single project or general downtown redevelopment is relatively new. During the last ten years this co-operation has taken many forms in North America, including downtown development corporations such as found in Milwaukee, San Diego and Vancouver. These corporations ran the full range from complete city ownership such as San Diego, to complete private ownership, such as in Milwaukee. **A company consisting of both public and private shareholders, and incorporating many of the successful features of other metropolitan areas, is proposed for Edmonton.**

Concept — The Downtown Development Corporation

This corporation would be a "for profit" corporation which would initiate and participate in development projects (by itself or in joint ventures with others) in the downtown area of the City of Edmonton. It is proposed that the City own up to 51% of the authorized share capital of the D.D.C. with the remainder purchased through subscription by the private sector. Initial funding of the D.D.C. would be by the City of Edmonton, with subsequent capital coming from the sale of shares in the D.D.C. to the private sector. It would have a narrow purpose in that its activities would be directed towards a single project, on a project by project basis. Where research was required, the D.D.C. could issue Scientific Research Tax Credits to investors thus giving additional benefits.

Purpose

The purpose of the D.D.C. would be to undertake projects by itself or in conjunction with other downtown development projects. The D.D.C. would act like any other private corporation with the right to borrow funds, issue debentures, own land and engage in business activity. The D.D.C. is not designed to replace private investment but rather to assist and encourage private sector investment by initiating or co-ordinating projects of some complexity or with significant public space involvement. It would appear the most significant role of the D.D.C. would be as a co-ordinator to bring together various private individuals or corporations and assist in ensuring that an economically viable yet attractive project is undertaken.

Capitalization

$300,000 cash would initially be provided by the City, which would own 100% of the D.D.C. outstanding shares. Thereafter, additional capitalization would be obtained through the sale of D.D.C. shares to the private sector with the City matching the amount of such revenue on a dollar for dollars basis to a maximum of $2.5 million. Shares would continue to be sold to the private sector until the City held 51% of the outstanding share capital, with no private shareholder being allowed to own more than 5% of the outstanding shares.

Any subsequent share issues offered for sale by the D.D.C. would be subject to the right of first refusal by the City, common shares would be sold in corporations and individuals in the metropolitan Edmonton area. Special waiver of securities legislation requirements may be needed and would be applied for. Each share would be allowed one vote and would be sold in minimum lots of 5000, initially for $1.00 per share.

Board of Directors

The D.D.C. would be directed by a 17 member Board of Directors representing all the various sectors of the downtown community and would include:

9 — appointed by the City of Edmonton
6 — elected by the private sector, individuals and corporations who are shareholders
2 — appointed by the Province of Alberta

It is recommended that one of the appointees be a member of Council and one a senior civic administrator.

Organization

The D.D.C. would be guided by an eight member Management Committee. Four of which would be chosen from among those directors appointed by the City and four of which would be elected by the private sector investors. The D.D.C. would have its own Chief Executive Officer as well as minimal support staff. Staff related to construction or development of specific projects would be hired directly by the D.D.C. on a project by project basis or, most probably, such work would be contracted out to local consultants.

Operations

1. The D.D.C. would act, initiate and respond like a private sector corporation.
2. The City would retain control regarding policy or direction.
3. The D.D.C. would have the ability to issue Scientific Research Tax Credits where applicable.
4. The D.D.C. can enter into joint ventures with landowners, the City, or private developers.
5. The Council member sitting as a Director could initially be the downtown co-ordinator until such a position can be established on a permanent basis.

Ancillary Matters

1. **Consideration should be given by Council to establishing a full time downtown co-ordinator who would be responsible for all private sector liason and would have the authority to co-ordinate matters requiring input from one or more civic departments.**
2. **Legislation should be pursued which would allow the City to expropriate land for projects downtown which will increase the tax base and contribute beneficially to urban renewal.** Such land could then be sold to the D.D.C. or used as the City's equity in a project.
3. **Legislation should be pursued to allow tax increment financing by the issue of municipal bonds in an amount which represents increase in the tax base proposed by the new project based on it's capital cost.** Proceeds of these bonds would be loaned to the D.D.C. with repayment schedules geared to match the Civic bond repayment obligations.
4. Where Scientific Research Tax Credits are available, they form an asset which is saleable and could be attractive to investing corporations.
5. Legislation should also be pursued to allow the City to enter into agreements with property owners for tax freezes up to 5 years to provide incentives for renovations and restorations of existing downtown buildings.

Benefits of the D.D.C.

1. Many downtown development opportunities exist which need a business oriented entity with strong civic connections to activate them.
2. The D.D.C. can work its way through civic "red tape" quicker and thus cheaper than most private developers.
3. The D.D.C. can co-ordinate and integrate public space with private development in a very creative and effective way.
4. Civic government and private business will have an opportunity of exploring and initiating *together*, projects which not only enhance the city centre but are also designed to make money.
5. The broad spectrum of the Board of Directors will provide a unique forum for determining what essential components are required to keep Edmonton's downtown alive and healthy into the 21st century.
6. **The City would benefit firstly by the increased tax base and secondly by a share of the profits once a project is operational.**

Appendix 8

International Festival Market

Ghirardelli Square did it for San Francisco, Faneuil Hall for Boston, Harborplace for Baltimore. Single-handedly, these downtown development projects, with their distinctive architecture, unusual settings, special mix of shops, restaurants and entertainment and unique urban style, rekindled sparks of life in their cities and, in turn, became celebrations of the vibrancy and diversity of city life. They proved that unique retailing could succeed in a vitalized city core and spawn a demand for further downtown development.

The same opportunity exists in Edmonton with the present City Market. The City has to be the driving force, a Municipal government with initiative and willingness to take action will provide the stimulus for private investment.

A Festival Market complete with food vendors, arts and crafts shops, restaurants (small and large), cultural activity facilities and commercial space is a grand vision. The formula for a successful downtown project involves a mix of uses that brings traffic to the site day and night.

The activities generated reflect local traditions, ethnic, racial, religious or historic themes instead of artificial concepts and packages that so often characterize civic and retail promotional programs. Edmonton is singularly fortunate in having a strong and vibrant ethnic/cultural mix and this should be reflected in the Festival Market. Small stalls should be available at reasonable rates to entrepreneurs who want to capitalize on their heritage.

Cultural displays, small theatrical performance and ethnic dancing could be accommodated on the small staging areas in the proposed plan. What a great opportunity for Edmonton's cultural groups to expose their culture to a great number of people!

It appears that the essential ingredients for this project to proceed are or can be put into place relatively easily. The small number of land owners, the strong land position of the City, the need to expand the market facility, the use of the ethnic theme in a community which will have no trouble accepting that theme on a commercial basis and the natural location between the Canada Place development and Chinatown are reasons why this project will probably proceed relatively quickly given enthusiastic support. The concept of a Downtown Development Corporation, which will be a partnership of the private and public sector, should be supported by members of Council and hopefully the Provincial Government whose participation should be encouraged. Consolidation of the land position a preliminary design concept and a proforma should be proceeded with as soon as possible.

There appears to be considerable interest in the development community for the Festival Market. Phasing is a definite possibility although it would be preferable to have the majority of the land assembled prior to any commitment to one project.

An expanded "Farmers Market" is currently the hottest trend in North America. Successful Canadian examples include projects as large as Vancouver's Granville Island, Toronto's St. Lawrence Market, Ottawa's Rideau Market or as individual as the West Island Market in Montreal.

It appears that this particular project with its immediate proximity to Chinatown and the cultural activities generated by the Citadel Theatre and the Edmonton Art Gallery is a natural initial project for the Downtown Development Corporation.

The "Festival Market" is the catalyst to initiate the momentum in downtown Edmonton. The public is ready, business is ready, the city is ready, - action time is now.

Appendix 9

Chinatown

Over the past several years, the City has worked in close cooperation with the Chinese Benevolent Association in developing a Chinatown on 102 Avenue and 96 Street. The objectives are:

1. to re-create a new Chinatown, to restore the cultural richness and the heritage of the Chinese,
2. to encourage development and growth of a Chinese nucleus of business, residential and cultural activities in the new Chinatown area,
3. to beautify and to attract visitors and tourists.

Chinatown is located adjacent to and behind the Jasper East Block. The flow of people would be natural. To date a multi-level Senior Citizen Home Facility known as the Chinese Elders Mansion has been built by the Alberta Government. Opening in 1984 is a new $1.2 million dollar Cultural Centre. Negotiations are currently underway with the Chinese Government for donations of Chinese style building and landscaping materials.

The construction of an authentic Chinese Garden will mark one of the initial projects undertaken in a cooperative effort by the Chinese community and the City in building Edmonton's New Chinatown. Situated on a half acre site on 102 Avenue, adjacent to the Chinese Elders' Mansion, the garden will provide a unique recreational amenity for Central Edmonton and serve as a catalyst in the redevelopment of the area. The Chinese Garden will create a new, identifiable, aesthetic focus for both Chinatown and the City and, owing to its uniqueness, give Edmonton another tourist attraction. In order to achieve this, a land exchange is required with Alberta Housing Corporation. Other projects forecast in the future for this exciting Chinatown development include the construction of two ornate Chinese entrance gates, and a ceremonial square with a raised pedway system.

Edmonton is one of the few major centres without an Entrance Gate to their Chinatown. Completing the Cultural Centre, starting the Garden for Four Seasons and erecting the Entrance Gates will spur private investment in the area.

Appendix 10

Jasper Avenue East Block

Perched atop the North Saskatchewan river bank, just to the east of the Convention Centre on Jasper Avenue is what precious little remains of Old Downtown Edmonton. City planners call it the Jasper East Block — up close it's a strip of buildings which obviously need some attention and repair —but they are significant.

There's the Goodridge Block home of the well-known W.W. Arcade Store, which was built in 1911. Next door one can find the Hub Hotel — Edmonton's first brick building and the oldest city hotel still in use. Portions of the Hub date back to 1882 when it was known as Jasper House and served as the terminal for the Edmonton-Calgary stagecoach. Heading east further down the road is the Brighton Block constructed in 1912. Adjoining the Brighton building is Kenmo Lodge which was built in 1905. There are several other notable buildings in very close proximity to the Jasper East Block. On the west end there's the Alberta Hotel which first opened for business in 1903. At the east end, there's the Gibson Block, one of the few "flatiron" buildings remaining in North America. It was built in 1914 and was designated as a Registered Provincial Historic Resource in 1978.

Considering that the vitalization of downtown Edmonton has become a priority among downtown businessmen and the general public, the Jasper East Block will play a

critical role in bringing renewed life to the civic centre.

A unique opportunity exists to develop an exciting, vital and interesting "Old Town" with much appeal to Edmontonians as well as tourists.

The primary ingredients for sucessful redevelopment exist — with the exception of financial organization primarily due to fragmented property ownership. The City of Edmonton presently owns the Alberta Hotel and City Market. Additional land ownership can be achieved through land trades with the current property owners who are generally eager to get out of the area and are willing to consider this possibility. Action can and must be taken now to acquire as much land as possible by this method. No additional dollars are required at the present time and the area would be preserved for future development.

The existing buildings or building facades can be restored and retained. Compatible infill structures can be built and higher density commercial and residential structures erected behind these existing buildings. These structures can front on 102 Avenue or Jasper Avenue through the facades. This increased density makes the project attractive to potential developers.

During 1984 the first important step in the revitalization of the Jasper East Block is happening. The facade of the Kenmo Lodge/ Pendennis Hotel, (9664 Jasper Avenue) is being restored by S.P.A.R.E. and General Urban Housing Corp. Ltd. with the help of the Alberta Historical Resources Foundation.

The objective for the Jasper East Block is to restore the buildings and generate a viable and interesting area. The relaxation of the Building Codes would help achieve this, however the Building Code for Edmonton is based upon the Alberta Building Code which in turn is based upon the National Building Code. The Code in many cases hinders the recycling of heritage buildings. Currently the National Research Council is conducting research into National Building Code guidelines which may be applied to older buildings. The expected date of completion of the study is 1985.

For private developers funding poses a problem. It is recommended:

That City Council request enabling legislation from the Provincial Government to establish a Revolving Fund which would be used for:

1. the provision of low-interest loans to owners of recognized heritage properties for their restoration, renovation, maintenance and enhancement;
2. the purchase of recognized heritage buildings threatened by development pressure; and
3. for the disbursement of grants and low-interest loans to owners of designated heritage properties either for the long-term, or as interim financing to be replaced by conventional mortgages when the rehabilitation work is completed.

The area opposite the Jasper Avenue East Block provides a unique and wide vista of the River Valley and its facilities. Already programmed is the completion of the Heritage Trail to this area.

Identified as the third phase would be the construction east of 100 Street, including the McDougall Hill pedestrian bridge. It would complete the Heritage Trail as a continuous top-of-bank pedestrian route from the Provincial Government Centre to the Convention Centre. Specific sections of the Trail may be constructed independently as components of private development projects which may precede the public portions of the work. It is for this reason that detailed design and working drawings should be completed as soon as possible, thus enabling the private development industry to respond and participate in the Trail's development in a consistent and co-ordinated manner.

The Jasper East Block will be the Antique Crown Jewel of downtown Edmonton.

Appendix 11

Historical R.C.M.P. Barracks

In view of the several developments anticipated in the Old Town area over the next five years, the use of the historical R.C.M.P. Barracks as a community correctional centre in the neighbourhood is inappropriate. **The Task Force recommends to the Federal and City Governments that this historical group of buildings be recycled to a use more in keeping with the surrounding area's emerging character.** The courtyard lends itself to major festival type events, supplemented y extensive interior space which surrounds it such as an indoor/outdoor cultural centre. A Downtown "Canada Cultural Centre" would be an appropriate concept to explore.

Appendix 12

Recreational Theme Park

Edmonton's River Valley has always been reserved for the enjoyment of the citizens of our city. The wisdom of this decision is readily apparent on any warm summer afternoon when thousands of Edmonton families may be seen enjoying the natural beauty of our river valley. Nor is the utilization of our park area restricted to summer. Indeed, on any given winter day, the outdoor rinks draw our citizens like a magnet. In effect, Edmontonians appreciate and utilize their parks.

Stretching from the land below the McDougall Hill to our magnificent Convention Center is an area which is designated as park land but which, for the most part, is underutilized. The Mayor's Task Force is proposing that this area be developed as a Recreational Theme Park.

The park would be so designed as to blend in with the natural beauty of our river valley. It would include a skating area through the valley, bobsled slides, boathouse, arts and crafts displays and entertainment.

The Recreational Theme Park, as envisioned by the Task Force, would be another step in vitalizing Edmonton's Downtown. This entertainment ingredient would draw thousands of citizens and visitors to the core of the city.

Funding for the Recreational Theme park would be by both the public and private sectors. For example, the city could provide the land on a lease basis and the private sector would be responsible for the actual development. The city would, of course, have final authority in regard to the specifics of development.

Appendix 13

102 Street Arcade

The street between Jasper Avenue and the CN Lands presents a great opportunity for development. At present 102 St., in terms of design, attractiveness or retail sales mix does not have much to commend it. Though now down at-the-heels and in bleak condition, it has remarkable potential. Many elements are present for a successful widescale redevelopment that could be brilliant in its concept and its ultimate contribution to the vibrancy of Edmonton.

Here are some assets of the street:

1. It stretches from an improved Jasper Avenue to a newly developed 104 Avenue.
2. The Bay is a department anchor at the south end. The Bay is looking towards its own revitalization program.
3. Manulife retail centre, now connected to Eatons still requires some better connection to develop pedestrianization of its region and capture more store traffic. Their management is conscious of this problem and wants to act on it.
4. Triple 5 is the largest single downtown land holder and its holdings on 102 Street are waiting the participation of Eatons in a retail - residential mixed development of mega-proportions.
5. A Science theme pavilion for the 102 Street Arcade. The Alberta government has committed hundreds of millions of dollars into Edmonton in its support of medical research facilities at the McKenzie Health Sciences Centre at the University of Alberta. A public extension and explanation of that commitment might interest the government. It could include displays which have a "participative" element in the style of the Ontario Science Museum. This central attraction would have international appeal for Edmonton.
6. The balance of properties are in good condition - are small and human in scale and could be acquired by the project consortium or participate as equity partners.
7. The street is not a major artery and can readily be converted to a pedestrian mall from 104 Avenue to Jasper Avenue.
8. The street width gives ample opportunity for renovating the store fronts.
9. The City owns lands which it can contribute to the project and which create a value for project financing. These lands are the streets, sidewalks and lanes.

These elements are remarkable like those elements which lay underutilized in downtown Milwaukee, ten years ago. Today they are the brilliant new Milwaukie Grand Mall, and a credit to their city and its people. 102 Street in Downtown Edmonton awaits our imagination and action.

Appendix 14

List of Individuals and Organizations Who Made Presentations or Were Invited to the Task Force Meetings

Major Retailers

Cam Young, Rick Pickford, Rick Desjardins, The Bay Department Store
Phil McComb, Austin Chapman, Woodwards Stores (Alberta) Limited
Norm Franklin, Ed Poppitt, Eaton's
Jay Siderson, Army & Navy Department Store
Ms. Perry Johnston, Holt Renfrew & Co. Ltd.

Development Industry

Barry French, Manulife
Dennis Freeman, Morguard Investments Limited
Ian McLeod, Melcore Developments Ltd.
Jeff Devins, Edmonton Properties Limited
John Ferguson, Princeton Development Ltd.
Christine Zwodzdesky
Sun Life Assurance Company of Canada Ltd.
Tom Flood, Qualico Developments Ltd.
Bruce Russell, NA Properties
Ron Hunt, Carma Developers Ltd.
Eric Wesling, Oxford Development Group Ltd.
Nader Ghermizian, Triple Five Corporation
Fred Crockett, Campeau Corporation

Paul Kennedy, NU-West Development
Joe Lutsky, Columbus Investments Ltd.
T. Yarmon, Tankoos-Yarmon Alberta Ltd.

Hotel Industry

Best Western Ambassador Motel
Chateau Lacombe
Greenbrier Motor Hotel
Renford Inns Midtowner
Hotel Macdonald
Westin Hotel
Sheraton Caravan Hotel
Northwood Inn
Gateway Hotel
Cecil Hotel
Hotel Vega
Four Seasons Hotel
Edmonton Travel Lodge
Royal Hotel
Hub Hotel
Lincoln Hotel
Grand Hotel

Parking Lot Operators

John Hollows, Citipark
Bonar Bain, Canpark Services Ltd.
Carl Messinatowki, Western Auto Park Limited
Brenda Downie, Central Car Park
Doug Herd, 102nd Street Car Park
P. Chernecki, Bay Parkade
Edmonton Centre Parkade
Terry Newall, Imperial Parking (Edmonton) Ltd.

Restaurants

Mr. Lee, China Garden Restaurant
Sandy Lewis, Duke of Westminster
Nic Laka, Ye Olde English Fish & Chips
Ted Asai, Carol Asai, The Granery
Vern Schreiber, Barry Greenberg, Trapper John's Trading Post
Bruno Broggi, McCauley Plaza Cafeteria manager, Northcote Seafood Restaurant
Ted Asai, Japanese Village Ltd.
F. Cikanek, Bistro Praha Gourmet
Hans Kuhnel, Roger Ogden, The Courtyard Creperie
Mr. Brady, Southern Comfort Restaurant
Manager, Lucifers
Jean Desmoreau, Churchill's Restaurant
Brian Silsby, Donna Wyness, Pub in McCauley Plaza
Mr. Hwakyu, The Salad Patch Restaurant
Mr. Gulli, DaVincy Restaurant
Martine Sabatier, Strawberry Cafe
Victor Alves, Victor's Restaurant
Ali Khalil, Gregg Tencyke, Fox & Hounds
Vincent Wu, Discovery Dining Lounge
Bruce McBride, Old Spaghetti Factory
Dale Lindgrin, Peter Nielsen, Steakboard on the Boardwalk
Mr. Velencourt, Mother Tuckers Food Experience
Han Kuenal, Hans Beogel, Walden's Restaurant
Henry Mah, Warehouse Restaurant
henry Mah, Upper One Prime Rib House
Vicki Nielson, Young Mansong, Tivoli Gardens Restaurant
Charles Rees, Pickwick Inn (1975) Ltd.
Manager, Yeoman Steak House
Saul Reichert, Carousel Steak House Ltd.
Manager, Mirabelle Gourmet Dining
Siu To, Mongolian Food Experience
Mervin Stewart, Inner Village Catering Ltd.

Movie Theatres

Vern Wong, Cinema 100
Mr. B. Brown, Cineplex 9
Vincent Wong, Star Theatre
Mike Boutin, Rialto Theatre
Mr. B.H. Wiber, Capital Square Cinemas
Ken Willmot, Paramount Theatre
Mr. E. Shupenia, Odeon Theatre

Retail Outlets

Pat Pickles, Pat Pickles Men's Clothing
Peter Calleton, Peter Wolf Clothing
Fred Singer, Henry Singer Ltd.
Bob Dewar, Brothers Ltd.
Ken Barry, Black Sheep Boutiques
Dil Dilkie, Derry's Clothing
Jean Chapman, Alley Cat
Yvette Nault, Betty Shop Ltd.
Lorne Wensel, Mr. Donovan Apparel Ltd.
Mrs. Willey, Red Carpet Bridal Salon
Beverely Feldman, Harper's Fashions Ltd.
Mike Johnstone, Saveco Stores Edmonton
Bruno Lehman, W.W. Arcade
D. Hamilton, Woolworth Co. Ltd.
Hasez Seifeddine, Capitol Smoke Shop
C. Barry, Inside Out
Bernard Klingenberg, Hansel & Gretel Child's Clothing
Mr. Green, Casa Verde Shoes

Gerry Warawa, Jay-Dennis Gallery Shoes Ltd.
Manager/Owner, Chadi Fur Shop
Sy Lister, Lister Furs
A. Land, Rose Uniform Shop Ltd.
John Jongens, Ruth Jongens, Holland Tailors
B. Sywenky, J. Sywenky, Kleins Hair Care Centre
Max Dolinko, Canadian Furniture Co. Ltd.
Roger Podmore, Rogers Sleep Shop Lt.
Barry Tucker, Dennis Rench, The Lighting Centre
E. Johnson, International Stereo Centre
Francesco Giulin, Fantasia Classical Records
A. Andrews, Armstrong Drugs Ltd.
E.J. Whaley, A. Whaley, Audrey's Book Ltd.
W. Mayan, Mayan Stationery Ltd.
M. Maurer, Swedish Jewellers Ltd.
Bert Lee, Jason Goldsmith Ltd.
C. Madu, Hobbits Fantasy Shop
Manager/Owner, Mike's News (1912) Ltd.
G. Janjic, Laura Secord Candy
Manager/Owner, Bohm Bakery & Coffee Shop
Gary Anderson, Grandma Lee's Bakery
Selma Otke, Oakies Coffee Tea & Spice
Joe Healy, Healy Ford Centre
William Fraser, Wheeler Dealer Speed Shop
L. Johnson, Jasper Gas Bar
Don Fleming, Central Tire Gas Bar

News Media

Robert Sheppard, Editor, Globe and Mail
Tad Harden, General Manager, Edmonton Sun
Dr. G. Rice, Chairman, CFRN Radio and TV
Dr. Charles Allard, Chairman, CITV TV
Elio Agostini, Publisher, and David Bailey, Editor, Edmonton Sun
Steve Hume, Editor, William Thorsell, Assistant Editor and William Newbigging, Publisher, Edmonton Journal
Richard McCallum, General Manager, and Ted Byfield, Alberta Report
Ralph Connor, General Manager, CJAX Radio
Terry Strain, President CJCA Radio
Bob McCord, President, CISN FM 104 Radio
W. Kirk, Vice President and General Manager, and Douglas Holtby, President, CITV
Lewis Roskin, President, CHQT Radio
Vern Traill, General Manager, CHED Radio
Bruce Hogle, President, and Bruce Alloway, Vice President and General Manager, CFRN Radio and TV
Cam Morton, Producer and Dennis McVarish Executive Producer, CBC Radio and TV

Financial Institutions

Len Holmstrom, Federal Business Development Bank
Wilf Gliddon, National Trust
Raymond Petz, Morguard Bank of Canada
Barry Runnalls, Central Trust
Mr. W.G. Henry, Royal Bank of Canada
Steve Adams, North West Trust Company
Gerald W.C. McLaughlin, Canadian Commercial Bank
Gordon Conway, Heritage Trust
Bruce Reilly, Northland Bank
John Cormie, Principal Group Limited
David Mellord, Royal Trust
Winnie Chan, Chinatown Credit Union Ltd.

Leasing Agents

Dick Schwann, Knowlton Realty Ltd.
Pat Mooney, Block Bros. Realty Ltd.
David Dykstra, Pioneer Property Management
Ted Hunt, A.E. LePage Real Estate Services Ltd.
Graeme Young, Graeme Young & Associates Real Estate
Anne Reeves, Ellis Development Ltd.
Frank J. Smith, Frank J. Smith and Associates
Tom Watt, MacAulay Nicolls Maitland
Mark Taylor, Marathon Realty Co. Ltd.
John Chasmar, Globe West Realty Corp.
Clive Townley, Lehndorff Property Management Ltd.

Municipal Politicians

The Mayor and Aldermen, Edmonton City Council

Provincial Politicians

Honorable Mary J. LeMessurier, Minister of Culture
A.P. Hiebert, MLA, Chairman, Edmonton Caucus
Rollie Cook, MLA
Walter Szwender, MLA
Task Force sub committee held several meetings with Alberta Government officials.

Others

Margaret Steley, Producer, Northern Lights Festival
Jim Pringle, Downtown Vendor
Jim Wolfe, Downtown Vendor
Doug Maloney, Chairman, Edmonton Economic Development Authority
Al Bleiken, General Manager, Edmonton Economic Development Authority
George MacDonald, Chairman, Edmonton Tourism and Convention Centre Authority
David James, General Manager, Edmonton Tourism and Convention Authority
Ian McNeil, Publisher, Edmonton Downtown Guide
Phillip Lo, Architect
John P. Higgins, Architect
C.W. Tse, Architect
V. Manase, Jolie Whetzel, Design Workshop
Edmonton Chamber of Commerce
Peter Lambur, Architect
Z. Sarty and D. Grimble, Land Use Planning Group
Greg Kasa, Bruce Bentze, Industrial Design Unit, Department of Fine Arts, University of Alberta
Donald Wolfe, Skymark Land Development Ltd.
Wilbert Wolf, Wolf Creative Design Ltd.
Kim Hung, President, Chinese Benevolent Association
Shirley Ayer, Elly De Jongh, SPARE (Society for the Protection of Architectural Resources in Edmonton)

Civic Administration Staff especially from Planning, Transportation Management, Parks & Recreation, Engineering and Police Departments

Public Forum at the Convention Centre March 2, 1984

Attended by
J. Mazepa
E. Romanowski
Z. Sarty
J.A. Kernahan
C. MacFarlane
Wolf Wilbert
W.A. Lundly
C. Wilkinson
W. Trocenko
I. Fodor
J. Sorochan
G. Harrold
M. Cook
D.H. Wolfe
L.O. (Buck) Olsen — Edmonton Convention Centre Authority
P. Christoffersen and D.M. Artuso — Edmonton Concert Hall Foundation
R. Shubaniuk and C. Sabiston — McKay Avenue School Multicultural Centre, Edmonton Immigrant Service
W. Graveland — CJCA Radio
G. Osoba — CKO Radio
K. Bruce — CFCW Radio
R. deCandele and D. Shanks — Edmonton Sun
J. Munro — Edmonton Journal

Appendix 15

Major Reports, and Presentations, Made to the Task Force

"Jasper Avenue Improvement Program"
Lambur Scott Architects Ltd. and several civic departments

Parking Submissions
Imperial Parking Ltd. and Citipark

Proposed Wish Program
Planning Department

Northern Lights Festival, December, 1983
(Initial proposal, final Report and Recommendations)
Margaret Steley, Producer

Downtown Projects
Planning Department, consultants and other civic departments

- PRIDE (PRogram to Improve Downtown Edmonton)
- Rice Howard Way
- Heritage Trail
- Premiers' Way (108 St.)
- Chinatown
- Jasper Avenue East Block
- City Market
- 102 Street Mall
- 104 Street Restoration
- Old Town (Historical Block, Festival Market, R.C.M.P. Barracks)
- CN Lands for Housing and Redevelopment

Edmonton Place Theme Park
D. Wolfe, Skymark Land Development Ltd.

Proposed Edmonton Concert Hall
Edmonton Concert Hall Foundation

"Development Incentives Applicable to Buildings on the Register of Heritage Buildings." (Preliminary Draft Report)
Planning Department

"Mayor's Task Force on Business" Tax Report, November 17, 1983

"Report on the Old Police Headquarters Building (Formerly the Civic Block Building)"
Planning Department

"Tax Relief Program for the Rehabilitation of Existing Buildings in the Downtown"
Planning Department

"Proposal for Refurbishment of the Alberta Hotel and Jasper Avenue East Block"
SPARE (Society for the Protection of Architectural Resources in Edmonton)

"Report on Downtown Revitalization in Other Cities"
Planning Department

"Brief Submitted to the Alberta Government's Caucus Standing Committee on Economic Affairs with Respect to Minimizing the Burden Placed on Alberta Businesses by Provincial Government Regulations"
Canadian Organization of Small Business

"Report on Provincial and Municipal Regulations Which Affect Downtown Vitalization"
Planning Department
Bob Westbury and Gerry Wright, members of the Task Force

Proposed Hotel on Top of City Market
Grude's Hotel Management Consulting Ltd. and Bouey Bouey and Partners, Architects

"Capital Financing of Major Redevelopment"
Finance Department

"A Multicultural Pavilion: A Proposal"
Glen Lewis, Edmonton Multicultural Society

"How to Improve Edmonton's Downtown Area"
McKay Avenue School Multicultural Centre, Edmonton Immigrant Service Association

Proposal for a Boat House and River Bank Restaurant
Edmonton Rowing Club

Presentation on Downtown Vitalization in Vancouver
Renaissance Corporation, Vancouver

City Centre Campus Proposal
Dr. Gerald Kelly, President, Grant MacEwan Community College

"Canada Fantasyland"
(West Edmonton Mall, Phase III)
Triple Five Corporation

"Interim Report
Mayor's Task Force on the Heart of The City December, 1983"
Prepared and distributed by Task Force

"Public-Private Partnership in Downtown Vitalization"
A Seminar hosted by the Task Force

Two speakers from Milwaukee, Wisconsin shared their experience in the development of Grand Avenue Mall, a very successful retail complex in downtown Milwaukee. Sessions were attended by the Mayor, Alderman, Provincial MLA's, Provincial Assistant Deputy Ministers, Deputy Ministers, Ministers, Senior City Administrators, businessmen, property owners and planners.

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